

## Activity: Recreation Management

### ACTIVITY SUMMARY (\$000)

Subactivity	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes  (+/-) Amount	Program Changes  (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
Wilderness Mgt	17,673	16,431	+469	-94	16,806	+375
\$	166	158	0	0	158	0
FTE						
Recreation Resource Mgt	44,603	44,158	+1,162	+2,478	47,798	+3,640
\$	430	430	0	+10	440	+10
FTE						
Recreation Operations Fees	0	0	0	0	0	0
\$	1	0	0	0	0	0
FTE						
Total Dollars	62,276	60,589	+1,631	+2,384	64,604	+4,015
\$	597	588	0	+10	598	+10
FTE						

### ACTIVITY DESCRIPTION

The Recreation Management activity supports the Recreation and Resource Protection mission goals of the Department's Strategic Plan. The Recreation Management activity funds BLM's role in providing resource-related recreational activities; furnishing quality visitor services; identifying and protecting wilderness values; assuring that the public receives a fair market value for any commercial ventures conducted on the public lands; and collecting recreation use and entrance fees in the best interest of the general public. These responsibilities are all encompassed by BLM's strategic goal to provide opportunities for environmentally responsible recreation.

## Areas that Promote Public Land Recreation Resource Opportunities

### 13 National Conservation Areas 14,101,234 acres

AK	- Steese	1,208,624 acres
AZ	- Gila Box Riparian	21,767 acres
	- Las Cienegas	35,280 acres
	- San Pedro Riparian	55,495 acres
CA	- California Desert	10,671,080 acres
	- King Range	57,288 acres
CO	- Colorado Canyons	122,300 acres
	- Gunnison Gorge	62,844 acres
ID	- Snake River Birds of Prey	484,034 acres
NV	- Black Rock Desert High Rock Canyon Emigrant Trail	799,165 acres
	- Red Rock Canyon	195,819 acres
	- Sloan Canyon	48,438 acres
NM	- El Malpais	339,100 acres

### 15 National Monuments 4,807,024 acres

AZ	- Agua Fria	71,100 acres
	- Grand Canyon-Parashant	808,724 acres
	- Ironwood Forest	129,022 acres
	- Sonoran Desert	486,603 acres
	- Vermilion Cliffs	279,558 acres
CA	- California Coastal:	
	883 acres along 840 miles of coastline	
	- Carrizo Plain	204,107 acres
	- Santa Rosa and San Jacinto	86,400 acres
	- Canyons of the Ancients	163,892 acres
ID	- Craters of the Moon	273,847 acres
MT	- Pompeys Pillar	51 acres
	- Upper Missouri River Breaks	374,976 acres
NM	- Kasha-Katuwe Tent Rocks	4,114 acres
OR	- Cascade-Siskiyou	52,947 acres
UT	- Grand Staircase-Escalante	1,870,800 acres

### 175 Wilderness Areas 7,240,185 acres

### 610 Wilderness Study Areas 14,623,694 acres

### 38 Wild and Scenic Rivers 2,061 miles 1,005,652 acres (20% of the national system)

### 10 National Historic Trails 4,843 miles (85% of the national system)

California	1,391 miles
El Camino Real de Tierra Adentro	60 miles
Iditarod	418 miles
Lewis and Clark	335 miles
Mormon Pioneer	213 miles
Nez Perce	70 miles
Oregon	656 miles
Pony Express	697 miles
San Juan Bautista De Anza	116 miles
Old Spanish	887 miles

### 2 National Scenic Trails 627 miles

Continental Divide	396 miles
Pacific Crest	231 miles

#### Other Congressional Designations

1 National Recreation Area:	
White Mountain, AK	998,702 acres

#### 1 Special Management Area:

Lake Tlatonien, AK	37,459 acres
1 Headwaters Forest Reserve, CA.	7,400 acres
1 Steens Mountain Cooperative Management and Protection Area (Includes Donner and Blitzen Red Band Trout Reserve), OR	428,156 acres
1 National Outstanding Natural Area, Yaquina Head, OR	100 acres

#### Other Recreation Opportunities

916 Areas of Critical Environmental Concern	12,946,979 acres
45 National Natural Landmarks	417,429 acres
164 Research Natural Areas	323,350 acres
1 Santa Rosa National Scenic Area, CA	101,000 acres
55 National Back Country Byways	2,952 miles
31 National Recreation Trails	460 miles
375 Special Recreation Management Areas	
263 National Register of Historic Places Sites	4,177 contributing properties
22 National Historic Landmarks	
5 World Heritage Sites in Chacoan Outliers, NM	
3 Biosphere Reserves in the California Desert	
2 Globally Important Bird Areas	56,500 acres
897 Recorded Caves and Cave Resource Systems	
3,383 Recreation Sites (394 are fee sites)	
497 Campgrounds	
43 Recreation Cabins	
121 Picnic areas	
8 Long-term Visitor Areas in AZ and CA	
87 Visitor Contact/Information Facilities and Centers	
300 Watchable Wildlife Viewing Sites	
99 Archaeologic or Historic Public Use Sites	
368 Boat Ramps and Water Access Sites	

## Activity: Recreation Management

### Subactivity: Wilderness Management

#### ACTIVITY SUMMARY (\$000)

	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) / Dec(-) from 2005 Amount
\$(000)	17,673	16,431	+469	-94	16,806	+375
FTE	166	158	0	0	158	0

#### PROGRAM OVERVIEW

The FY 2006 request for the Wilderness Management program is \$16,806,000 and 158 FTE.

The Wilderness Management program supports the stewardship, protection and restoration of 175 Wilderness Areas with 7.2 million acres in ten western States. The BLM also manages over 600 Wilderness Study Areas (WSA) with 14.6 million acres in 11 western States and Alaska, as well as the identification and assessment of lands with wilderness characteristics in land use plans. Wilderness Areas and WSAs are within the boundaries of BLM National Conservation Areas (NCA) and National Monuments (NM) and often contain Wild and Scenic Rivers or National Scenic and Historic Trails. BLM manages wilderness to provide the American people of present and future generations with the benefits of an enduring resource of wilderness. Wilderness is administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness.

The Wilderness Management program supports the Resource Protection mission goal from the Department's Strategic Plan by protecting cultural and heritage resources and by improving the health of watersheds and landscapes. The Wilderness Management program also supports the Recreation mission goal as these areas provide quality recreation experiences, including access and enjoyment of natural and cultural resources.

The 2006 program will focus on the following priorities:

**Managing Designated Wilderness Areas** - The BLM's goal for stewardship of wilderness is to protect wilderness character while allowing for appropriate uses. Challenges include completing management plans with the input of interested public and other agencies, providing visitor services, managing authorized uses, controlling motorized use, restoring areas, and monitoring resource conditions. In 2006, major emphases in managing Wilderness Areas will include identifying on-the-ground boundaries; providing public service through the development of maps and other information needed by the public; and supporting the acquisition of in-holdings from

private donations, land exchanges, and from willing sellers using appropriations from the Land and Water Conservation Fund (LCWF). Emphasis is on implementation of priority management actions needed for the 41 Wilderness Areas designated by Congress between FY 2001 and FY 2005 in California, Colorado, Nevada, Oregon, and Utah.

**Managing Wilderness Study Areas** - A significant portion of Wilderness Management program funds are spent on the management of WSAs. Currently there are 14.6 million acres of WSAs, awaiting Congress' decision as to whether they should become a component of the National Wilderness Preservation System or be released for non-wilderness uses. In 2006, the BLM will partner with volunteer organizations to provide some of the monitoring of WSAs. Volunteer monitoring programs will continue in several States, including California, New Mexico, Oregon, Colorado, and Montana. New Mexico relies on volunteers for over half of the monitoring work. Unauthorized vehicle use within WSAs continues to cause impacts. Implementation of BLM's Off-Highway Vehicle (OHV) strategy targets the reduction of unauthorized vehicle use and the rehabilitation of damaged areas. In 2006, WSA management will continue to emphasize monitoring vehicle use, improving signs along WSA boundaries, completing or updating OHV designations through land use plans, and providing the public with current information on WSAs in collaboration with the BLM's Recreation Resource Management program.

**Wilderness Legislation and Land Use Planning** - In 2006, BLM will continue to provide the resource information and maps needed by Congress to make decisions on future wilderness designations or the release of WSAs for non-wilderness uses. In addition, the Wilderness Management program will provide information on the wilderness resource to support land use plans.

#### **Use of Performance and Cost Management Data in the Wilderness Management Program**

Focusing on managing existing wilderness areas instead of inventorying for wilderness characteristics is a priority of the Wilderness Management program. Use of cost management data has enabled BLM to more effectively direct funds to management of designated wilderness.

For example cost management data showed that certain states continued to fund certain work not defined as a priority workload. Funds were shifted to states with newly designated wilderness for management and other priorities in those areas.

### **2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In FY 2004, the BLM exceeded some of its goals for primary outputs, but did not meet other goals. The major accomplishments and the reason for not meeting all of the output goals are described below:

- An unexpected assertion of lands with wilderness characteristics by citizen groups required increased assessment and analysis in support of land use plans.
- The BLM planned to monitor 19.3 million acres and completed 19.8 million acres. BLM was able to exceed the number of planned acres in FY 2004 by relying on volunteers to perform monitoring.
- BLM processed 6,922 permits, well ahead of the 5,600 planned, due to increased visitation to wilderness areas and the efficiencies gained by providing noncommercial Special Recreation Permits over the internet.

Congress designated 27 new wilderness areas in five states between FY 2001 and FY 2004. Although a major effort has gone into initial management of the newly designated wilderness areas, progress was made in all the areas of major emphasis in the wilderness program including management of the WSAs, support of other legislative efforts, and land use planning. Completing assessments or evaluations to document wilderness characteristics identified by the public or internally through the land use plan scoping process continues to be a significant workload.

**Managing Designated Wilderness Areas** - In FY 2004, the Wilderness Program focused on management of designated wilderness with an emphasis on developing and implementing wilderness management plans for the 41 areas designated between FY 2001 and 2004. The Bureau also continued work on the implementation and maintenance of plans for areas designated prior to 2000. Specific accomplishments include:

- In Arizona, the Department of Geography, Planning, and Recreation at Northern Arizona University conducted annual site condition monitoring of the Paria Canyon-Vermilion Cliffs Wilderness through a partnership with the Vermilion Cliffs National Monument and the Kanab Field Office.
- In California, BLM in partnership with the Student Conservation Association and the State of California completed 270 site treatments in 12 wilderness areas to reclaim 1,500 miles of vehicle ways. Approximately 27 miles of routes had intense on-the-ground treatment. Over \$500,000 in donations were provided to accomplish this task from the State of California and volunteers. BLM also monitored over 200 of the 800 routes that had been previously treated, to ensure that the treatments were successful, and found a 90% success rate. BLM also worked with Border Patrol to manage law enforcement efforts in support of homeland security initiatives within five wilderness areas near or adjacent to the Mexican border.

- Idaho held the “No Frills, No Thrills, Field Day” in the Table Rock Wilderness. Work included clearing trails and performing trail maintenance.
- In Nevada’s Black Rock Desert-High Rock Canyon Emigrant Trail NCA, the Nevada Conservation Corps was contracted to conduct wilderness route reclamation. The BLM, Nevada Conservation Corps, and volunteers from the Friends of Nevada Wilderness, the Sierra Club, and the Desert Survivors reclaimed 60 routes. Through a contract to control tamarisk, 18 acres in the South Jackson Mountain Wilderness Area were treated by the contractor and volunteers. Nevada made significant accomplishments in the 13 wilderness areas designated by Congress in Clark County in 2002, several of which are adjacent to and managed in cooperation with National Park Service and Forest Service. Accomplishments included: 1) joint wilderness boundary surveys, installation of monuments, posting of boundaries, and preparation of legal descriptions and final maps for the three agencies, 2) joint interpretive and public education, 3) interagency social surveys, 4) acoustical monitoring of helicopter air tour operations over BLM and NPS wilderness, 5) interagency informational brochures and maps, 6) linked wilderness websites and, 7) adding new law enforcement rangers with interagency jurisdiction.
- In Oregon’s Steens Mountain Wilderness, BLM continued to gather monitoring baseline data on wilderness visitor recreation use needed to establish management parameters. The BLM also developed an integrated wilderness and wild and scenic river plan for Steens Mountain Wilderness in conjunction with the development of the Andrews RMP, and initiated a stock pack string for use in the support of wilderness management and volunteer work projects. The pack string is primarily composed of wild horses gathered from Herd Management Areas on the Burns and Lakeview Districts.



*Volunteers perform trail maintenance in the Table Rock Wilderness*

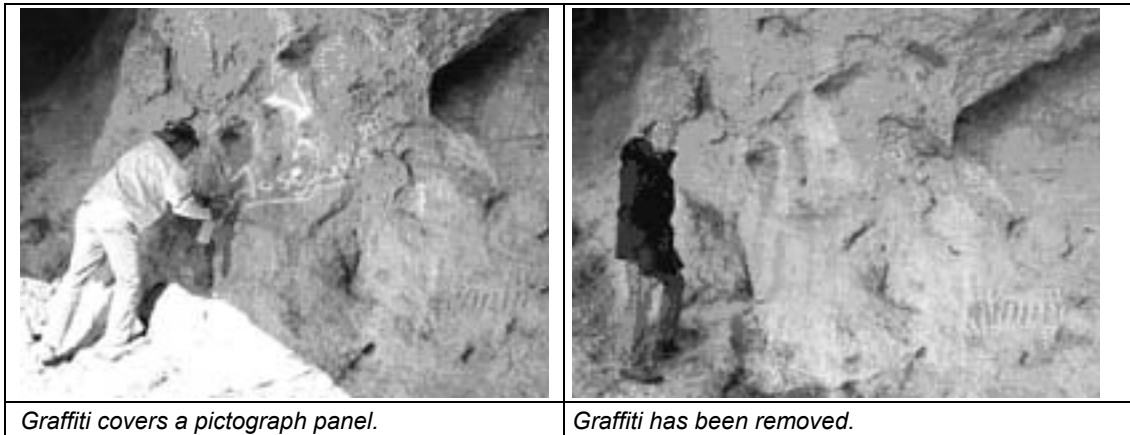


*Wildhorse pack string used for wilderness management and volunteer projects.*

**Managing Wilderness Study Areas** – In FY 2004, the Wilderness Program continued to monitor WSAs for authorized uses. A large portion of the Bureau’s work was completed through collaboration and cooperation with BLM partners and volunteers. Specific accomplishments include:

- In New Mexico, volunteers supported the Las Cruces Field Office by providing approximately 90% of the field work in the monitoring and management of 25 WSAs containing about 500,000 acres. These volunteers contributed over 3,000 hours.
- In Idaho, the Upper Snake Field Office removed graffiti that was covering a Native American pictograph in Jackknife Cave, a large rock shelter. Jackknife Cave is one of the thirty rock

art sites recorded in the Black Canyon WSA estimated to be over 8,000 years old.



- Oregon relied on volunteers to assist with wilderness and WSA monitoring. Examples included the Backcountry Horseman monitoring the 7,140 acre Juniper Dunes Wilderness and performing boundary fence repair, sign replacement, and wildlife guzzler maintenance. In the Lakeview District, 45 volunteers from the Pacific Northwest Four-Wheel-Drive Association rebuilt a vandalized vehicle barricade in the Sand Dunes WSA.
- In Utah, the WSA boundary signing program within the Grand Staircase-Escalante National Monument was mapped and digital photos were hot-linked to the Geographical Information System (GIS) intranet site. The Monument staff made progress on WSA boundary edits in the GIS data base. This work will link the interim management plan monitoring and restoration efforts to a GIS layer on the intranet site where backcountry rangers and law enforcement have access to this information for patrols and restoration accomplishments.

**Wilderness Legislation and Land Use Planning** – In FY 2004, the Wilderness Program focused on support of land use planning by providing guidance and support to land use plans. Specific accomplishments include:

- In support of planning, Colorado provided assessment and analysis on several plans considering wilderness characteristics. This included three areas with wilderness characteristics covered by the draft Roan Plateau RMP, and consideration of areas with wilderness characteristics adjacent to existing WSAs in the Canyons of the Ancients Monument RMP. Colorado also began scoping for the Little Snake RMP, which will consider five areas with wilderness characteristics in the Vermillion Basin area.

## 2005 PROGRAM PERFORMANCE ESTIMATES

The BLM expects to fully meet the FY 2005 targets with the exception of wilderness and WSAs monitored. In 2005, the BLM plans to monitor 18,000,000 acres of wilderness and WSAs which is 250,000 acres fewer than planned in the 2005 budget justification. A shift in management

priorities to increased focus on managing the 14 new wilderness areas designated in FY 2005, and 27 other recently designated wilderness areas will reduce the Bureau's capability to monitor wilderness and WSAs.

**Managing Designated Wilderness Areas** - In FY 2005, the Wilderness Program will continue to manage designated wilderness with emphasis on developing and implementing wilderness management plans for the 41 areas designated between FY 2001 and 2005, as well as implementation and maintenance of plans for areas designated prior to 2000. The 2005 performance estimates include work associated with 14 new wilderness areas designated in Lincoln County, Nevada early in FY 2005. All 600 wilderness areas will be monitored regularly to evaluate the percentage of wilderness areas achieving wilderness character objectives as specified by statute.

BLM will continue to monitor wilderness areas to reduce or eliminate unauthorized vehicle use by providing increased resource protection information. Where needed, the BLM will install vehicle barriers. BLM will review hundreds of proposed actions annually to ensure compliance with wilderness designations while protecting valid existing rights. Proposals for new uses will be evaluated to minimize impacts to wilderness character. The BLM will continue to notify the public of all proposed actions within Wilderness Areas.

- In Arizona, closed vehicle routes will be restored in the Kingman and Yuma wilderness areas. Maintenance of vehicle barriers and restoration projects is planned in Arizona Strip and Phoenix wilderness areas. Land acquisitions are proceeding toward completion this fiscal year involving a private land donation of 320 acres in Redfield Canyon Wilderness and a private land purchase of 40 acres in Mount Tipton Wilderness.
- In California, BLM anticipates completing the remainder of the route restoration projects for the California Desert Areas. BLM will also start on a long term monitoring program to ensure the restoration process is maintained and successful.
- In Nevada, as a result of the Lincoln County Conservation, Recreation, and Development Act of 2004, the BLM will install wilderness area boundary markers, identify and prioritize critical wilderness area boundary segments to be surveyed, and collect baseline data on wilderness visitor experiences.

**Managing Wilderness Study Areas** – During FY 2005, the Bureau will continue to monitor WSAs for authorized uses. Work will be completed through collaboration and cooperation with BLM partners and volunteers. Additionally, the BLM will evaluate proposals for new uses within WSAs to assure compliance with the non-impairment policy.

**Wilderness Legislation and Land Use Planning** - BLM will continue to support land use planning by providing guidance and support to land use plans, and by identifying wilderness characteristics.

- In Arizona, the BLM has held five public open houses in southeastern Arizona to allow the public to participate in developing the Aravaipa Ecosystem Management Plan. The plan is a collaborative effort by the BLM Safford Field Office, The Nature Conservancy, and the



Arizona Game and Fish Department. Guidance for 69,609 acres of BLM land and 7,802 acres of Nature Conservancy private land will be incorporated into the ecosystem plan. BLM lands include the Aravaipa Canyon Wilderness, three Areas of Critical Environmental Concern, and seven grazing allotments.

- California will begin doing evaluations of wilderness characteristics for the Ukiah RMP.
- Colorado will continue consideration of areas with wilderness characteristics in planning for the Roan Plateau, Little Snake Resource Area, and Canyons of the Ancients National Monument.
- In Montana, the Dillon Field Office will complete the update of their management plan for the Bear Trap Unit of the Lee Metcalf Wilderness. BLM will coordinate the plan with the Lee Metcalf working group, as well as local communities and user groups to ensure a more coordinated approach to planning and management of the area.
- Oregon will begin routine recreation use monitoring in Steens Mountain Wilderness. Data will be collected annually and analyzed at three year intervals to ensure that the Bureau is in compliance with the wilderness management plan. Oregon will finalize Steens Mountain Wilderness and Wild and Scenic River Management Plan.
- Utah plans to complete evaluation on 18 parcels of BLM lands nominated by the public as potentially having wilderness characteristics for the new RMP.

### JUSTIFICATION OF 2006 PROGRAM CHANGES

2006 Program Changes		
	2006 Budget Request	Program Changes (+/-)
\$(000)	16,806	-94
FTE	158	0

The FY 2006 budget request for Wilderness Management is \$16,806,000 and 158 FTE, a program change of -\$94,000 and 0 FTE from the FY 2005 enacted level.

**Narrowband Radio Savings and Other Program Efficiencies (-\$94,000)** - In 2006, the BLM will realize significant cost savings and efficiencies within the narrowband radio program, because it will have completed the required transition from wideband to narrowband technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

<b>WILDERNESS MANAGEMENT PERFORMANCE SUMMARY</b>							
<b>DOI Strategic Goal: Resource Protection</b>							
<b>End Outcome Goal: Protect cultural and natural heritage resources.</b>							
<b>End Outcome Measures:</b>							
	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Special Management Areas - Percent of Special Management Areas meeting their heritage resource objectives under the authorizing legislation (SP: PEM.3.005)	Establish Baseline	73% 301/413	65% 278 / 427	73% 312 / 427	72% 307 / 427	-1%	73% 312 / 427
<b>Intermediate Outcome Measures:</b>							
	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Wilderness - Percent of acres of designated wilderness achieving wilderness character objectives as specified by statute (SP: PIM.3.02.001)	Establish Baseline	86% 5543585/ 6471851	61% 3,974,325 / 6,515,287	86% 6,226,558/ 7,240,185	85% 6,154,157/ 7,240,185	-1%	86% 6,226,558 / 7,240,185
<b>Primary Outputs funded by this Subactivity:</b>							
	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Inventory for Wilderness Character (acres).	3,351,000	678	0	0	0	0	0
Prepare Wilderness/WSR/NSHT/Cultural Activity Plans (number).	4	0	4	4	4	0	4
Process and Manage Non Commercial Special Recreation Permits (number).	6,550	6,922	5,450	5,450	5,450	0	6,000
Construct/Maintain Recreation Sites (number).	24	6	18	18	18	0	18
Construct/Maintain Trails (miles).	46	46	90	90	87	-3	90
Monitor Wilderness and Wilderness Study Areas (acres).	20,570,000	19,839,913	18,250,000	18,000,000	17,850,000	-150,000	18,500,000
Evaluate Designated Rivers and Trails (miles).	100	101	90	90	87	-3	90
Inspect Commercial Special Recreation Permits for Compliance (number).	1	8	8	8	8	0	8

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### Subactivity: Recreation Resource Management

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\$(000)	44,603	44,158	+1,162	+2,478	47,798	+3,640
FTE	430	430	0	+10	440	+10

#### PROGRAM OVERVIEW

The 2006 request for the Recreation Resource Management is \$47,798,000 and 440 FTE.

The BLM's long-term goal for recreation is to provide opportunities to the public for environmentally responsible recreation. As populations continue to grow in the West, the demand for a wide array of recreation opportunities and visitor services has increased dramatically. The complexity of analysis and mitigation of impacts (such as those to listed species and cultural resources) from recreational uses has also increased proportionally. BLM not only manages public lands with in a multiple use context to provide a staggering diversity of traditional outdoor recreation activities including hiking, horseback riding, camping, target shooting, off-highway vehicle (OHV) riding, rafting, biking, rock climbing; it also must manage for unique special events, technological advances in motorized and mechanized modes of recreation, and other forms of extreme and adventure based forms of recreation. In many cases, activities like rocket launching, land speed trials, hang gliding, base jumping, rock crawling and many others can only be accommodated on the public lands. Regardless of the type of activity, the BLM has the responsibility to provide quality recreation experiences to meet the needs of the public on a local and national scale, while maintaining, restoring, or improving America's natural resources.

Recreation and leisure activities are a major part of the lifestyle of millions of Americans and international visitors, as well as major supporting components of the quality of life and economic vitality for thousands of communities. BLM-administered public lands play an important role in supporting the diversity and health of regional economies by providing these outdoor recreational experiences. Virtually all western states count recreation and tourism as one of their top three industries. BLM public lands host over 68 million visitors annually. Over 4,136 communities with a combined population of 23 million people are located within 25 miles of BLM-managed public lands, while a combined population of 41 million people lives within 200 miles of those same lands. Approximately 40 percent of BLM-managed public lands are located within a day's drive of 16 major urban areas in the West.

BLM's most pressing challenge is implementing a comprehensive approach to managing travel, OHVs, and public access across the west. Technological advances in modes of transportation, combined with the explosion of growth in this activity, have created a critical and far reaching management issue for the public lands. Over the next decade, BLM will work through the planning process and with the public to map the west's public access routes and travel networks. A critical undertaking, this effort will define how and where the public can access the public lands for decades to come. Defining a rational network of roads and trails on 262 million acres of land is an enormously complex and daunting task, requiring extensive public involvement and resource assessment. BLM will prioritize and target resources and funding to develop and implement travel management plans in over 60 planning areas over the next few years. Inventory, monitoring, route identification and designation of trails and transportation networks are integral to managing this key element of public access to public lands for all uses, not just recreation.



*Vital to BLM's effort in keeping recreation areas available to the public, is ensuring areas are properly maintained and kept clean. BLM works with volunteers comprised of organizations and local citizens to assist in this effort.*

The BLM has been highly successful in utilizing and leveraging its limited resources. BLM excels in innovation, creativity and partnership success. The agency also emphasizes use of volunteers and provides extensive public service opportunities. BLM's current recreation challenge-cost share program often leverages resources and funding at about 4 to 1, sometimes even as great 10 to 1. More than half of BLM's volunteer hours are generated by the recreation program. The BLM has been extremely successful in creating and developing visitor or recreation facilities or services with limited resources. For example by using volunteers, donated materials, and in-house labor, BLM has developed entire campgrounds for \$2,000 to \$3,000 per camp site.

The recreation resource management program primarily focuses on four major areas of emphasis and investment: Planning and Evaluation, Visitor Services, Setting and Facility Management, and Business Practices and Partnerships.

- **Planning and Evaluation** – The development of sound guidance on community based recreation and visitor services, planning, and the systematic monitoring and evaluation of the recreation programs effectiveness is a long term commitment of the recreation resource management program. Over the next ten years, resource and travel management planning will be the primary focus of resource planning and evaluation. This focus also includes improving the accuracy and consistency of visitor use data; mapping essential landscape settings in planning areas; developing a collaborative strategy with the Department of Agriculture U.S. Forest Service to assess socio-economic benefits of public land recreation; and assessing visitor and community resident preferences for recreation experiences and quality of life.

- **Setting and Facility Management** – The growing popularity of recreation use of developed recreation facilities, such as visitor's centers, roads and trails, campgrounds, fishing access requires the BLM to maintain sites on an ongoing basis to continue to provide high quality recreation opportunities. Work efforts include maintaining areas to acceptable operational and safety standards; improving on-the-ground travel management operations and maintenance programs to sustain and enhance recreation opportunities and access; protecting and mitigating natural and cultural resources impacted by recreation use; improving signing, mapping and travel information; providing accessible programs and facilities at developed recreation sites; and providing guidance for transportation and travel management.
- **Visitor Services** – BLM is focusing its work on partnering with western state tourism departments, gateway communities, and non-profit educational and interpretive organizations to identify and implement a variety of heritage and nature-based tourism and outdoor recreation experiences to generate economic, educational, and social benefits for the American public and our public land visitors, including hundreds of western gateway communities. BLM is focusing on aggressively promoting land use ethics and stewardship messages through partnerships and programming to encourage respect for public land and minimize the impacts from growing demands on public lands.
- **Business Practices and Partnerships** - The public lands areas under the greatest pressure from community growth are a priority of the recreation resources management program. BLM focuses its resources on fee program benefits and accomplishments; and improving and expanding partnership efforts by looking for innovative ways to address the need for increased visitor services while using outsourcing options to deliver recreation services through the use of outfitter/guides, concession operations, contracts and leases.



*BLM recreation staff is committed to providing excellent customer service. Much of this occurs in the field where staff regularly provides information and guidance to visitors.*

During 2006, as the result of the 2005 Program Assessment Rating Tool evaluation of the program, the BLM will continue to conduct customer and stakeholder surveys and independent evaluations in order to continue to management improvements that have produced efficiencies and to respond to the changing demands of users of public land. Also, the Bureau will continue efforts to meet the coordination and implementation needs for tracking monitoring efforts and improving the use of baseline data and understanding the resource conditions of the public lands.

Also during 2006, the Recreation Resource Management program will emphasize the following workloads to accomplish its priority objectives:

- **Planning and Evaluation** - The BLM plans to initiate development and/or complete approximately 35 travel management plans during 2006. Priority will be given to the

preparation of Travel Management Plans that implement decisions made in recently completed Time Sensitive Plans.

- **Settings and Facility Management** - Upon completion of the travel management route designation process, implementation of plans will begin and require such workloads as rerouting or removing specific existing roads and trails, mapping, signing, repairing damaged resources such as Sage Grouse habitat, removing weed infestations, and conducting archeological recovery or restoration actions.
- **Visitor Services** - 2006 marks the 100-year celebration of the Antiquities Act and the Lewis and Clark Bicentennial Commemoration. BLM lands will serve as a “museum without walls” for the millions of visitors who are embarking on their own journeys of discovery for these two events. The BLM will work with the individual State Tourism Departments and Gateway Communities to identify and implement heritage tourism for a variety of cultural heritage and paleontology attractions.
- **Business Practices and Partnerships** - In 2006, the BLM will enhance recreation permit and fee business practices by delivering consistent national fee policies, information, and guidance reflecting the new fee legislation.

2006 Planning and Evaluation Projects	
Alaska	Alaska will develop a comprehensive statewide Travel Management Program in Alaska to provide access to public lands and manage multiple-use opportunities for motorized and non-motorized recreation activities.
Arizona	Agua Fria National Monument will evaluate and plan the development of Badger Springs and Pueblo la Plata for high intensity recreation use
Utah	Utah will develop a comprehensive OHV travel management plan for the State.
2006 Setting and Facility Management Projects	
Idaho	Idaho will develop interpretive displays and presentations at the Sacajawea Interpretive, Cultural and Education Center.
New Mexico	New Mexico will clean illegal dump sites, construct a perimeter fence, maintain roads, and improve facilities throughout the Copper Hill Area of Critical Environmental Concern.
2006 Visitor Services Projects	
California	California will continue to communicate and cooperate with gateway communities associated with the Imperial Sand Dunes Recreation Area for the development of land use plans, stewardship and outreach projects, and restoration of impacted areas.
Colorado	Colorado will work with three gateway communities to develop a collaborative recreation management plan for the Alpine Triangle Special Recreation Management Areas. This high profile recreation area is one of the most heavily visited recreation areas on BLM in Colorado.

Wyoming	The boundary of the South Pass National Historic Landmark will be defined and submitted to the National Register. This is an Antiquities Centennial project.
<b>2006 Business Practices and Partnership Projects</b>	
Eastern States	The Meadowood Farm will implement a monitoring program to evaluate natural resource conditions.
Nevada	BLM will implement a project to educate the public about the important natural resources associated with Sand Mountain and how they can help to protect and maintain these natural resources while enjoying their public lands. Sand Mountain is a popular recreation site with intensive off-highway vehicle use.

### 2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS

During 2004, the BLM tracked accomplishments in twenty-five performance areas and met or exceeded planned accomplishments in 21 areas.

The BLM achieved the planned accomplishments in nine performance areas during 2004:

- Ninety-four percent of visitors were satisfied with the quality of recreational experiences, which was the planned accomplishment.
- A total of 260 million acres were made available for recreation through management actions and partnerships, which was the planned accomplishment.
- Interagency passes were used by 10,750 individuals during 2004. This is consistent with the planned target of 10,700 individuals.
- The percent of satisfaction with the value received for paying a fee remained at 85%, which is the percent achieved during 2003 too.
- Fifty-two OHV travel management plans were completed.

The BLM exceeded planned accomplishments in 11 performance areas.

- In 2004, Seventy three percent of special management areas met their heritage resource objectives under authorizing legislation compared to the planned 63%. Likewise, the 84% of priority projects were initiated to achieve desired resource condition objectives in National Monuments and National Conservation Areas compared to the planned 31%. The difference between planned and actual accomplishments is attributed to the establishment of baselines for both of these measures during 2004, which were based on estimates.
- The number of river and shoreline miles made available for recreation through management actions and partnerships was 14,500 miles compared to the 3,500 miles that were planned. During 2004, measurement techniques were refined, resulting in more miles being reported than were planned.
- On-line transactions exceeded the number planned (2,500) by 10,460 transactions (12,960 total); however, this was related to a change in the way that transactions were recorded.
- During 2004, the recreation resource program shifted its priority to the collection of information for land use plan development. Therefore, the BLM accomplished 11 million acres of inventories compared to the five million acres that were planned; completed 26,000

miles of linear recreation resource assessments compared to the 10,000 miles that were planned; and evaluated 6.7 million recreation acres compared to the 1.3 million that were planned.

The BLM did not achieve planned accomplishments in four performance areas.

- The BLM was only able to ensure that 7% of its facilities were universally accessible compared to a planned 9%.
- The Bureau expected to complete only 25,000 non-commercial special recreation permits during 2004, but actually completed 93,679 permits. The increase reflects a change in the way that the permits were counted.

In 2004, the major accomplishments in the Recreation and Visitor Services program included the following:

**Planning and Evaluation** - BLM collected customer survey data at 16 BLM sites in Special Recreation Management Areas (SRMAs) within and outside National Landscape Conservation System areas. The results of the survey indicated that 92 percent of the respondents were satisfied with their overall recreation experience and that 72 percent of respondents rated the interpretation and environmental education programs as good to very good. The BLM also completed 52 of 55 recreation activity plans.

**Settings and Facility Management** - As part of the Accessibility Evaluation Project, the BLM continued to conduct accessibility evaluations of its recreation facilities and programs and began planning for corrective action. Approximately seven percent of BLM recreation fee and other selected recreation sites are universally accessible to people with disabilities. However, a considerable number of projects were completed to improve infrastructure and accessibility at BLM recreation sites and facilities.

The BLM continued work on several congressionally designated trails. A draft legislatively mandated Comprehensive Management Plan was completed for the El Camino Real de Tierra Adentro National Historic Trail. The BLM commenced work on the newly designated Old Spanish National Historic Trail and the Pacific Crest Trail. In 2004, the BLM updated the National Recreation Trails database to include Dripping Springs and William Pogue National Recreation Trails (NRTs) bringing the number of BLM NRTs to 31 totaling 460 miles on public lands.

**Visitor Services** - Customers surveys reported that the public's satisfaction with the quality of their overall recreation experience on public lands was 94%; and their satisfaction with the quality of the interpretation and education products produced was 72%. Over 11,360 persons participated in guided walks, tours and other interpretive and educational programs.

The BLM completed its "Working with Cooperating Associations Handbook" designed to help both the BLM and potential partners develop cooperating associations to enhance interpretive efforts on the BLM public lands. This publication provides another tool for the BLM to leverage appropriated funding with partner organizations and individuals.



In partnership with The Leave No Trace Center for Outdoor Ethics, BLM developed and distributed over 15,000 outdoor ethics and stewardship “river hangtags” to educate users on how to behave responsibly in the outdoors and lessen their impacts while recreating along waterways. BLM also partnered with the U.S. Forest Service to staff an exhibit at the First Annual ATV Expo where travel management and stewardship/ethics information was provided to motorized recreation enthusiasts.

**Business Practices and Partnerships** - The BLM’s recreation revenues surpassed grazing permit fee revenues for the first time in the history of the BLM. This is a strong indication of the growing demands on BLM lands and the changing use of public lands.

In 2004, the BLM completed its H-2930-1, Recreation Permit Administration manual and handbook designed to implement the revised Special Recreation Permit Regulations. This policy guidance provides a framework for reducing administrative costs, better cost-recovery, stronger business security, and the development of better business practices for outfitters, guides, and other local businesses dependant on BLM recreation permits.

In 2004, the BLM hosted a National Recreation Forum and invited approximately 70 partnership groups and organizations. This facilitated meeting resulted in a report of recommendations from the groups on how the BLM should re-focus its recreation program to meet recreation user and resource needs in the future.

In 2004 the BLM benefited from thousands of volunteers during National Public Lands Day, National Trails Day, and National River Clean-up Week, as well as in its’ ongoing campground host program and other recreation resource management activities.



*Working in collaboration with local volunteers, Youth Conservation Corps, and similar organizations is a successful way of utilizing partnerships. The effort promotes stewardship values with Americans and assists the BLM in managing the public lands.*

2004 Planning and Evaluation Projects	
Alaska	The BLM worked on land use plans and OHV designations on 20 million acres within the Ring of Fire resource management plan (RMP), Eastern Alaska RMP, and the Kobuk/Seward Peninsula RMP.
Wyoming	The BLM completed a travel management plan for the MCCullough Peaks Area along the Shoshone River to provide public access for wild horse viewing and other dispersed recreation, while protecting sensitive resources from OHV use.
2004 Setting and Facility Management Projects	

Arizona	An accessibility project was completed at the Bullfrog Day Use Area along the Colorado River to provide access to the shoreline, picnic tables, and restrooms.
Nevada	An OHV emergency closure of approximately 2,000 acres near Gardnerville was instituted to protect paleontological resources. All routes were inventoried and a designated route system was identified to protect resources while allowing OHV use of the area.
New Mexico	The BLM updated the National Recreation Trails database to include Dripping Springs. A Bureau-volunteer used a Global Positioning Systems (GPS) to map the Dripping Springs National Recreation Trail.
<b>2004 Visitor Services Projects</b>	
California	California won a National Association for Interpretation's award for the development of an educational program entitled, "Tijuana River Watershed," about an ecologically significant block of natural habitat near the United States-Mexico border.
Idaho	In partnership with Lemhi Shoshone Indians and the City of Salmon, the Sacajawea Interpretive and Education Center was dedicated.
Colorado	Colorado won a National Association for Interpretation's award for interpretive and environmental products that were developed for the Canyon of the Ancients Junior Explorer program.
Wyoming	National Trails Interpretive Center in Casper is working with a local elementary school to develop a new nationwide environmental education program called Hands on the Land, which is being designed to enhance kindergarten through high school student learning.
<b>2004 Business Practices and Partnership Projects</b>	
Arizona	The BLM in Safford developed twenty-two recreation sites and upgraded maintenance service and vault toilet services.
Utah	In southwestern Utah, the BLM in partnership with local governments, merchants, and various user groups, has been developing a pro-active trails system. Work has included signing of trails, providing educational information, and restoration of unauthorized roads and trails.

### 2005 PROGRAM PERFORMANCE ESTIMATES

The BLM will meet the 2005 targets published in the 2005 Budget Justifications by accomplishing the following in each of our workload areas:

**Planning and Evaluation** - BLM will prepare new guidance on recreation land use planning and implementation. The guidance will accelerate compliance with the Bureau's benefits-based management strategy and improve comprehensive travel management planning.

BLM will collect customer survey data at 20 BLM sites in SRMAs within and outside the National Landscape Conservation System. BLM will also assess visitor and community resident

preferences for recreation experiences and quality of life outcomes such as public health and fitness through on-site and mail-back recreation-tourism surveys.

The BLM will complete 25 comprehensive travel management plans including mapping essential landscape settings to meet visitor experience expectations; implement the findings of the 2003 Post Deployment Review for the BLM's Recreation Management Information System; assess the need for a BLM-administered system of National Recreation Areas; and, improve workforce efficiency and employee capability by developing a comprehensive recreation training curriculum.

**Setting and Facility Management** - BLM will increase the percent of universally accessible facilities from 7.1% in 2004 to 9% in 2005. BLM will complete accessibility evaluations at recreation sites and develop action plans for eliminating identified access barriers.

The BLM is developing strong partnerships with other trail managing agencies, non-profit trail organizations, and private organizations that provide training and support trail work. As a result, a National Trails Training Partnership was formed and an Interagency Agreement was signed in 2004. Accomplishments from the partnership include the creation of [www.nttp.net](http://www.nttp.net), hosted by American Trails. This partnership will be continued in 2005 in hopes of fostering expert volunteerism on public lands and showcasing the implementation of the Secretary of the Interior's 4C's Strategy.

In FY 2005, the BLM will complete 33 projects for improving access and travel management. Over a 198 projects totaling approximately \$5.0 million have been identified so far.

**Visitor Service** - Given the comparable budgets in FY 2004 and 2005, the BLM will essentially maintain the same level of visitor services with comparable results in each year. As indicated in the Performance Summary table, BLM in FY 2005 plans to match the: overall visitor satisfaction (94%); visitors served by facilitated programs (13 million); visitor satisfaction with interpretation (72%); and, interpretive and environmental education products produced (60,000).

The BLM will provide improved visitor services and environmental education by continuing to work with interpretive and environmental education specialists from within the BLM and from other land managing agencies. There will be continued improvements to visitor use information as we work with social scientists, other land managing agencies and key academic researchers to design new methods for delivering visitor services to diverse visitors. The Bureau will assist an interagency team that will present the Leave No Trace program to approximately 15,000 Boy Scouts and Scouters at the 2005 National Jamboree.

**Business Practices and Partnerships** - The BLM will be collaborating with other federal land managing agencies to implement the new Federal Lands Recreation Enhancement Act (FLREA). This will include coordinating policy, regulations and manual/handbook development for consistency. The BLM will assist the Interagency Fee Council create a seamless and successful recreation fee program for the agencies. BLM State and Field Offices will continue to work closely with State Outfitter and Guide Licensing Boards to assist with regulating the outfitter and guide industry and the BLM will review and revise its' concessions policy in accordance with governing regulations.

The BLM will be monitoring and encouraging the use of on-line recreation transactions system supported by DOI and assessing if the system is user friendly and has appropriate links to state offices.

Also during 2005, the recreation resource management program will accomplish the following:

- Customer satisfaction relative to fair value and return for recreation fees will increase from 86% to 88%.
- Increase the number of individuals using an interagency pass from 10,750 individuals to 11,000 individuals.
- Increase the cost per visitor at developed and recreational fee sites to \$7.00.
- The Bureau will process 2,800 commercial and special group recreation permits.
- A total of 600,000 recreation use permits will be issued and managed during 2005.
- Ninety-four thousand non-commercial special recreation permits will be processed and managed.
- The BLM plans to inspect 3,700 commercial special recreation permits for compliance.
- An annual publication highlighting fee program accomplishments from a national perspective will be developed and distributed.
- In 2005, the recreation resource management program will continue to evaluate and expand partnership opportunities within and in addition to participate the Challenge Cost Share and Cooperative Conservation Initiative programs.

<b>2005 Planning and Evaluation Projects</b>	
Alaska	Alaska will develop the East Alaska Travel Management plan after conducting district-wide trail condition surveys and inventorying and mapping trail routes using aerial photography, global positioning system, and Geographic Information System technologies.
Wyoming	Existing roads and trails would be evaluated to determine suitable transportation designations for the Jack Morrow Hills Planning Area.
<b>2005 Setting and Facility Management Projects</b>	
California	California will monitor Peirson's milk-vetch, a Federally threatened species, on the Imperial Sand Dunes to measure impacts resulting from OHV recreation.
Idaho	The Eastern Idaho Visitor Information Center will revise interpretive information to address new and emerging issues in the region.
Nevada	The following activities will be implemented in Wilson Canyon to restore riparian habitat: reseeding; designating OHV routes; limiting access to the riparian area; and providing education materials brochures.
<b>2005 Visitor Services Projects</b>	
Colorado	On-the-ground visitor contact will be increased at the Canyons of the Ancients to provide visitors with education about trail reclamation and on-the-ground actions supporting "Leave No Trace" objectives.

Oregon	The BLM will develop partnerships with Federal, State, and local governments, as well as other interested groups to develop interpretive products to promote tourism along the Oregon Outback National Scenic Byway.
Montana	The BLM will coordinate and collaborate with Billings Citizen Watch Group to patrol public lands and report compliance issues related to the use of public land to the BLM.
<b>2005 Business Practices and Partnership Projects</b>	
Utah	A statewide audit of commercial special recreation permits will be conducted by a certified public accountant to assist the BLM in receiving fair market value from use of public lands.

### JUSTIFICATION OF 2006 PROGRAM CHANGES

#### 2006 PROGRAM CHANGES

	2006 Budget Request	Program Changes (+/-)
\$(000)	47,798	+2,478
FTE	440	+10

The 2006 budget request for Recreation Management is \$47,798,000 and 440 FTE, a program change of +\$2,478,000 and +10 FTE from the 2005 level.

**Quality Recreation Experience (+\$3,693,000)** – The Recreation Resource Management program supports the Department's Strategic Plan by improving the capacity to provide access for recreation where appropriate; promoting recreation opportunities; managing recreation activities seamlessly; enhancing the quality of recreation opportunities; providing effective interpretation and education programs; ensuring responsible use in recreation to protect natural, cultural, and recreational resources; and improving the information base, information management, and technical assistance. Increasing demands for quality recreation experiences across the West have challenged the BLM's ability to address all of the public's needs. The BLM is requesting an additional \$3.7 million to address a variety of issues.

- **Travel Planning and OHV Management** – As the Bureau continues to complete land use plans, the recreation program will focus on developing travel management plans. A total of \$1,750,000 will fund the development of 10 plans. Priority will be given to plans that will address significant resource issues such as sagebrush habitat, invasive weed species,

riparian corridors, or protection of cultural resources. Development of travel management plans will require the BLM to conduct road and trail inventories across millions of acres of BLM-managed public land; identify suitable travel and transportation networks in a collaborative effort with the public; and promote stewardship through educational opportunities.

- **Setting and Facility Management** - BLM has a growing inventory of recreational facilities. The agency has built thousands of new and updated older recreation facilities over the last 20 years to meet significant increases in public demand and address visitor health and safety issues. BLM will use the additional \$1.0 million to operate and maintain five facilities in a way that supports high quality recreation opportunities for recreation and tourism on public lands. In addition, a portion of the funds will be used to upgrade existing facilities to make them more accessible to persons with disabilities. This includes enhancement of facilities and visitor centers, recreation sites, road and trail maintenance, and completing surveys for documenting quality of service and assessments to determine maintenance, construction, reconstruction and rehabilitation.



*Providing Handicap access is important and requires regular inventory and maintenance of facilities at BLM's recreation areas.*

- **Visitor Services** - The Bureau will use the additional \$393,000 to complete 1,600 projects, including signing, mapping, providing updated travel information; supporting stewardship education and outreach efforts; enhancing interpretative information and programs; leveraging partnerships and increasing gateway community support; and improving critical visitor safety services and visitor contacts through increased patrols and staff field presence. A long-needed BLM Recreation website and informational automated electronic newsletter will provide visitors and organized groups with up to date information on issues, services and recreation opportunities. Additional funds will be used to provide, augment and enhance heritage and cultural resource information, interpretation and facilities. BLM will initiate a major effort to promote stewardship and awareness to protect cultural resources. In addition, funds will be used for projects to restore, mitigate or eliminate recreation related impacts to cultural resources.
- The BLM will use \$550,000 of the requested funds to improve partnerships, analyze efficient and effective business practices, improve e-government transactions, and determine methods of technology application for improved business services and practices. Additional funding will allow for about 20 new projects will be completed that will enhance recreation site and program operations, and improve the Bureau's customer service and business practices.

**Undaunted Stewardship (-\$986,000)** – In 2005, Congress provided \$986,000 to a group called Undaunted Stewardship to provide grants to local groups that operate along the Lewis and Clark trail, to protect cultural sites, and to evaluate easement alternatives. These groups perform this work on private land in Montana. These local groups also use the funds for a stewardship certification program. In 2005, the BLM will engage in similar work on BLM lands in the area of the Lewis and Clark Trail and will continue this type of work on public lands in 2006, focusing funds on the highest priority public land needs within the BLM's Lewis and Clark six-year project plan.

**Narrowband Radio Savings and Other Program Efficiencies (-\$229,000)** - In 2006, the BLM will realize significant cost savings and efficiencies within the narrowband radio program, because it will have completed the required transition from wideband to narrowband technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

RECREATION RESOURCES MANAGEMENT PERFORMANCE SUMMARY							
<b>DOI Strategic Goal: Resource Protection</b>							
<b>End Outcome Goal: Protect Cultural and Heritage Resources</b>							
<b>End Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Special Management Areas - Percent of Special Management Areas meeting their heritage resource objectives under the authorizing legislation (SP: PEM.3.005)	Establish Baseline	73% 301/413	65% 278 / 427	73% 312 / 427	72% 307/427	-1%	73% 312 / 427
<b>Intermediate Outcome Goal 2: Manage special management areas for natural heritage resource objectives.</b>							
<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
National Monuments and National Conservation Areas - Percent of the NMs and NCAs with priority projects initiated to achieve desired resource condition objectives (Bureau Goal)	Establish Baseline	84% 27 / 32	45% 13 / 29	84% 27/32	78% 25/32	-6%	78% 25/32
<b>Intermediate Outcome Goal 3: Increase partnerships, volunteer opportunities and stakeholder satisfaction</b>							
<b>End Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Customer/Stakeholder Satisfaction - Partner satisfaction scores with DOI on cultural and heritage resource partnerships.	Not Measured	81%	81%	81%	82%	+1.0%	83%
<b>DOI Strategic Goal: Recreation</b>							
<b>End Outcome Goal: Improve access to appropriate recreation opportunities on DOI managed and partnered lands and waters.</b>							
<b>End Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Satisfaction with the quality of experience (SP: REM.1.002)	97%	94%	94%	94%	94%	0%	95%
<b>Intermediate Outcome Goal 1: Improve capacities to provide access for recreation where appropriate.</b>							



Intermediate Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Number of acres made available for recreation through management actions and partnerships (SP: RIM.1.01.001)	Establish Baseline	260M	260M	260M	260M	0	260M
Number of river and shoreline miles made available for recreation through management actions and partnerships (SP: RIM.1.01.002)	Establish Baseline	14,500	14,500	14,500	14,500	0	14,500
Percent of universally accessible facilities in relation to the total number of recreation areas (SP: RIM.1.01.003)	7.0%	7.1% 35 / 499	9% 45 / 499	9% 45 / 499	10.0% 50 / 499	1%	12% 60 / 499
<b>Intermediate Outcome Goal 2: Promote recreation opportunities.</b>							
Intermediate Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Number of on-line recreation transactions supported by DOI (SP: RIM.1.02.001)	Establish Baseline	12,960	3,000	13,000	13,500	+500	4,000
<b>Intermediate Outcome Goal 3: Manage recreation activities seamlessly.</b>							
Intermediate Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Percent of recreation areas with community partnerships (SP: RIM.1.03.001)	Establish Baseline	21% 818 / 3,894	81% 3,154 / 3,894	21%	24%	+3.0%	25%
Number of individuals using an interagency pass (SP: RIM.1.03.002)	Establish Baseline	10,750	10,700	11,000	12,000	1,000	15,000
<b>Intermediate Outcome Goal 4: Enhance the quality of recreation opportunities.</b>							
Intermediate Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Facilities are in fair to good condition as measured by the Facilities Condition Index (SP: RIM.1.04.001)	Not Measured	no data	Establish Baseline	FCI will be developed by 2 <sup>nd</sup> or 3 <sup>rd</sup> Quarter Establish Baseline	TBD	N/A	TBD
<b>Intermediate Outcome Goal 5: Provide effective interpretation and education programs.</b>							

<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Number of visitors served by facilitated programs (SP: RIM.1.05.001)	Establish Baseline	12,987,900	83,500	13,000,000	15,000,000	+2,000,000	17,000,000
<b>End Outcome Goal: Provide for and receive fair value in recreation.</b>							
<b>End Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Customer satisfaction with value for fee paid (SP: REM.2.001)	85.0%	85.0%	85.0%	85.0%	88.0%	2	90.0%
<b>Intermediate Outcome Goal 1: Promote quality services for recreation</b>							
Percent of concession activities with performance-based contracts (SP: RIM.2.01.001)	Establish Baseline	0%	0% 0 / 19	0%	0%	0	0% 0 / 19
<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Cost per visitor at development and recreational fee demonstration sites (SP: RIM.2.02.002)	Not Measured	6	\$6.36	\$7.00	\$7.00	0	TBD
<b>Primary Outputs funded by this subactivity:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Provide Outreach Through Interpretation and Environmental Education (number) (unit of measure changed in FY2004)	1,776,956	11,364	11,400	11,400	13,000	1,600	15,000
Inventory Recreation Resources (acres).	7,500,000	11,402,950	4,500,000	11,500,000	13,000,000	8%	15,000,000
Assess Linear Recreation Resources (miles).	12,850	26,158	9,000	26,000	27,000	9%	29,000
Assess Nationally Designated Rivers and Trails (number).	1,155	1,317	1,100	1,100	1,500	7%	1,600
Prepare Recreation Activity Plans (number).	40	52	50	50	55	9%	70
Process Commercial and Group Special Recreation Permits (number).	2,900	2,753	2,800	2,800	2,800	0%	2,800

Issue and Manage Recreation Use Permits (number).	616,000	533,736	690,000	600,000	696,000	8%	750,000
<b>Primary Outputs funded by this subactivity:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned: Budget Justification	Change in Performance (2005 : 2006)	2009 Long Term Target
Process and Manage Non Commercial Special Recreation Permits (number).	18,100	93,679	22,000	94,000	95,000	9%	96,000
Perform Recreation Fee Deferred Maintenance (number).	Not Measured	27	27	27	30	9%	35
Construct/Maintain Recreation Sites (number).	375	Not Measured	385	385	390	9%	400
Construct/Maintain Trails (miles).	540	Not Measured	500	500	550	0%	500
Road Construction/Maintenance (miles).	165	Not Measured	150	150	160	9%	160
Evaluate Recreation Areas (acres).	5,300,000	6,693,994	1,100,000	7,000,000	8,000,000	8%	9,000,000
Evaluate Designated Rivers and Trails (miles).	2,360	2,000	2,800	2,800	2,800	0%	2,900
Evaluate Linear Recreation Management Objectives (miles).	3,380	3,614	2,800	3,600	3,900	9%	4,000
Inspect Commercial Special Recreation Permits for Compliance (number).	2,880	3,747	2,800	3,700	3,800	9%	3,900

## Activity: Energy and Minerals Management

### ACTIVITY SUMMARY (\$000)

Subactivity	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
Oil and Gas Mgt						
\$	88,195	87,360	+2,257	-2,326	87,291	-69
FTE	860	855	0	-20	835	-20
Coal Mgt						
\$	9,390	9,311	+220	-235	9,296	-15
FTE	81	81	0	-1	80	-1
Other Mineral Resources Mgt						
\$	10,294	9,960	+277	-52	10,185	+225
FTE	96	96	0	0	96	0
Total Dollars						
\$	107,879	106,631	+2,754	-2,613	106,772	+141
FTE	1,037	1,032	0	-21	1,011	-21

### ACTIVITY DESCRIPTION

Energy and mineral resources generate the highest revenue values of any uses of the public lands. In 2003, energy and mineral development generated \$1.4 billion through royalties, rents, bonuses, sales, and fees. The total direct and indirect economic value of mineral production from public lands is estimated at \$38.0 billion.

In 2004, the public lands produced over 40 percent of the Nation's coal, 11 percent of the natural gas, and 5 percent of its oil. Federal lands are the source of important mineral resources for the Nation, including potassium, phosphorus, sodium, potash, lead, zinc, sand and gravel. Production of leasable minerals from Federal lands such as phosphate, potash, sodium, and certain hard rock minerals with a market value of \$781 million generated \$38.9 million in revenues. In 2003, the BLM administered 308 coal leases and over 54,000 oil and gas leases, of which 21,000 oil and gas leases are producing. The BLM managed 399 geothermal leases, with 55 leases in producing status at the end of 2004. In the next two years, over 50 additional megawatts of power generation are planned to come on line. The BLM also managed production of over 12 million cubic yards of sand, gravel, and other mineral materials in 2004. In addition to managing energy and mineral exploration and development on public lands, the BLM provides technical supervision of mineral development on Indian lands.

The management of energy and mineral resources on public lands is critical to achieving the President's National Energy Policy goals of modernizing the energy infrastructure, increasing energy supplies, and accelerating protection and improvement of the environment, as well as supporting the Secretary's Indian Trust responsibilities. In an effort to meet the Nation's energy demands in 2005 and beyond, the BLM has developed a series of actions, schedules, and assignments outlining how the Bureau will efficiently and effectively implement the President's National Energy Policy. In 2006, emphasis in the energy and minerals activity will be directly tied to providing opportunities for environmentally sound commercial development and implementing the President's National Energy Policy.

In support of the President's National Energy Policy, the Department of the Interior is considering policy options for making lands available for oil shale research and development and subsequent commercial operation. On November 22, 2004, BLM published a notice in the Federal Register asking for public comment on the proposed research and development leasing options. The public comment period was extended January 31, 2005 at the request of companies to allow them to submit a more comprehensive input. Depending on the outcome of the public comments BLM may initiate a Oil Shale Research and Development leasing program in 2006.

The 2006 budget increases funding for the Energy and Minerals program over the 2005 enacted level through a combination of appropriated funds and additional cost recoveries. The BLM will implement regulations to increase current user fees for new Applications for Permits to Drill (APDs) and lease document processing. The budget reduces the request for appropriations by \$2.1 million, but anticipates that BLM will generate \$9.0 million more in cost recoveries than the 2005 level. Implementing cost recovery improves the efficiency and effectiveness of BLM's energy and minerals program, allowing it to respond to the dynamics of industry demand for new APDs and leasing transactions.

BLM supports the Resource Use mission goal from the Department's Strategic Plan by managing energy and mineral resources to enhance public benefits, to promote responsible use and ensure optimal value.

**PART** - BLM's Energy and Minerals program was evaluated in 2003 using the Administration's Program Assessment Rating Tool. The evaluation gave BLM's energy and minerals program high scores in the areas of program purpose and program management. The Administration found, however, that the program suffered from a design flaw because BLM was not charging users for many of the costs of providing access to public lands for energy and mineral exploration and development. The PART recommended implementing increased cost recoveries in the program to insulate it from the vagaries of the budget process and industry demand, to better ensure program resources are available to meet demand and workload requirements. In response to this finding, BLM plans to publish cost recovery regulations which will allow it to collect a total of \$10.8 million in 2006. The PART also found that BLM should develop performance indicators which measure program efficiency and portray outputs in the context of demand. The Performance Summaries at the end of each energy and minerals program discussion identify these new measures.

## Activity: Energy and Minerals Management

### Subactivity: Oil and Gas Management

#### SUBACTIVITY SUMMARY (\$000)

	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
\$(000)	88,195	87,360	+2,257	-2,326	87,291	-69
FTE	860	855	0	-20	835	-20

#### PROGRAM OVERVIEW

The 2006 budget for the Oil and Gas Management program is \$87,291,000 and 835 FTE.

The Oil and Gas Management program provides funding for oil and gas as well as geothermal activities. This program is one of the major mineral leasing programs in the entire Federal government. Domestic production from over 63,000 Federal onshore oil and gas wells accounts for 11 percent of the Nation's natural gas and five percent of its oil. The sales value of the oil and gas produced from public lands exceeded \$15.4 billion in 2004. The BLM uses a significant portion of funding in the Oil and Gas Management program to fulfill its trust responsibilities to Indian Tribes and Indian mineral owners. In fulfilling this obligation, the BLM supervises operational activities on 3,700 Indian oil and gas leases, and provides advice on leasing and operational matters to the Bureau of Indian Affairs, Indian Tribes, and individual Indian mineral owners.

Oil, gas, and geothermal development on public lands generate revenues from filing fees, bonuses, rentals, and royalty payments. Generally, the receipts from Federal leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States or counties in which the leased lands are located. Receipts from Indian leases go to the Indian mineral owners. The BLM's inspection of

Rent, Bonuses, Royalties from Federal Oil and Gas Leasing (million \$)			
	2004 Actual	2005 Estimate	2006 Estimate
Rentals	41	45	49
Bonuses	161	122	100
Royalty Payments	1,648	1,650	1,680
<b>Total</b>	<b>1,850</b>	<b>1,817</b>	<b>1,829</b>

lease operations, including production verification, on all active Federal and Indian leases is an important element in ensuring that proper royalty payments are made. A part of this function involves production accountability inspections. The Minerals Management Service provides the accounting function for the Department and collects all onshore oil and gas receipts except bonus bid amounts, the first year's rental, and all rental payments for leases in the National Petroleum Reserve Alaska, and in the south half of the Red River, Oklahoma.

**Leasing** - Most onshore Federal oil and gas leasing is done under a competitive process, with parcels not leased becoming available under noncompetitive procedures. Leases are issued for a primary term of ten years. Federal onshore oil and gas leases incorporate all required stipulations set forth in BLM's resource management plans. Most of the parcels offered for competitive sale are generated by industry requests. If development is to occur, industry needs the BLM to offer the lands it requests for leasing. The BLM's ability to offer lands for oil and gas leasing depends upon an adequate land use planning base, *National Environmental Policy Act* analysis, and documentation to support the leasing decision.

**Use of Performance and Cost Management Data in the Oil and Gas Management Program**

Along with other program information, BLM managers applied unit cost data to make budget adjustments between states in order to better match funding with demand for energy exploration and development permits. Unit cost data also serves as a basis for recovering BLM's document processing cost.

**Oil and Gas Use Authorizations** –The BLM is responsible for issuing permits for post-lease actions that ensure timely production and development capability, compliance with the lease terms and the *National Environmental Policy Act*, and for protecting other resources present. These responsibilities include the review and approval of Applications for Permit to Drill, monitoring subsequent well operations through the end of a well's life, compliance reviews and inspections, and plugging and abandonment. Various types of production operations are also reviewed to ensure proper handling and reporting, for example, commingling, venting and flaring, and off-lease measurement.

In 2006, the Oil and Gas Management program is expecting continued high demand for applications to drill for natural gas. Continued interest in the development of coalbed natural gas is expected in the Powder River Basin in Wyoming and Montana, the San Juan Basin in New Mexico and Colorado, and the Uinta/Piceance basins in Utah and Colorado. Natural gas development is also expected in the Greater Green River Basin in southwestern Wyoming and northwestern Colorado. As exploration for new natural gas resources continues the areas of emphasis may shift by 2006, however the demand for drilling of wells is expected to remain high through at least 2006.



*Drilling rigs, as depicted above, are components of on-site drilling that BLM must oversee. BLM works with oil and gas companies to ensure that rigs are well maintained and meet environmental regulations.*

As the new wells begin to age, well maintenance will be necessary. This will mean an increase in the number of sundry notices being received. In 2006 it is expected that the number of sundry notices will begin to increase as the wells that have been drilled in the prior six to ten years require maintenance to keep them producing natural gas at present levels.

***Oil and Gas Inspection and Enforcement*** – In 2006, the inspection and enforcement program will continue to be one of the most critical components of the Oil and Gas Management program because the potential for lost revenue is very high. Mishandling of production from Federal and Indian leases can result in significant underpayment of royalties. Furthermore, improper oil and gas operations can cause serious environmental impacts. When violations are detected, appropriate enforcement actions are taken to bring operations into compliance, including immediate assessments for serious violations. Monetary fines can range from \$250 per incident to \$25,000 per day for serious, knowing, and willful violations. Most operators, however, diligently comply with lease stipulations and operate effective, environmentally sound exploration and development facilities. Program objectives in 2006 are to maintain a professional, fully-trained, and certified contingent of petroleum engineering technicians. Additionally, program goals include protecting the environment and health and safety, as well as ensuring the proper accounting of production from Federal and Indian lands. BLM will also focus on increased oversight and training to ensure quality work is performed. In addition, the BLM will emphasize accountability for royalty production, maintaining the current level of records review.



*Petroleum Engineer Technicians make regular inspections of pumping stations, ensuring that operators comply with laws and regulations.*



Whenever a Federal or Indian producing lease meets the criteria for high priority as outlined in the Federal Oil and Gas Royalty Management Act of 1982 (FOGRMA), it must be inspected annually. For drilling, plugging and workover operations, all operations that are rated high priority are inspected during each operation. All other Federal or Indian producing leases are required to be inspected at least once every three years.

**Reservoir Management** - Among the BLM's oil and gas reservoir management activities are the review and approval of operator agreements such as communitization, unitization, and underground gas storage agreements, as well as development contracts and well spacing orders. These agreements result in more efficient resource recovery while minimizing environmental impacts. The BLM is also responsible for reviewing 3,000 Federal and Indian drainage cases annually. Drainage is the migration of oil or gas, or associated resources, across lease lines, which results in a loss of Federal resources without compensation to the government. This is caused when wells begin production adjacent to a non-producing area, thereby causing drainage of oil and gas from the non-producing area. Due to the expected increase in non-Federal drilling activities, especially in areas of coalbed natural gas interest the BLM expects to identify 2,200 new potential drainage cases in 2005. Based on historical trends, 50 percent of these potential cases identified in the Basin will result in actual drainage. When drainage occurs on Federal lands, BLM seeks to establish a royalty compensation agreement with the lessee for the lease adjacent to the lands being drained. Prevention of drainage of oil and gas from Federal leases will remain a high priority in 2006. The BLM is also responsible for ensuring that producing Indian leases are diligently developed.

**Indian Lands** - In fulfilling the Secretary's trust responsibilities to Indian Tribes and individual Indian mineral owners, the BLM works with the Minerals Management Service and the Bureau of Indian Affairs to ensure proper management of Indian oil and gas properties. The BLM's focus is on ensuring timely and proper development, maximizing economic resource recovery, and ensuring accurate production reporting. Inspection and enforcement work on Indian leases is conducted both by the BLM and by tribal personnel through Self-Determination contracts, Self-Governance Agreements and three cooperative agreements under Section 202 of the FOGRMA. Under the three Self-Determination contracts for oil and gas inspection and enforcement the BLM pays for 100 percent of tribal costs for work performed under these contracts. These programs, conducted under the provisions of the *Indian Self-Determination Act*, not only support the congressional direction of tribal self-determination but also result in technical training and long-term employment for tribal members. Although the Tribes carry out the on-the-ground inspection activities on tribal leases, the BLM is still actively involved in the oversight of these activities to ensure that the Secretary's trust responsibility is fulfilled. On an annual basis, the BLM reviews 20 percent of all producing Indian leases to determine if the operators are meeting diligence requirements.

**Geothermal Resources Management** – The President's National Energy Policy encourages renewable energy resources development as part of a strategy to diversify domestic energy supplies. The Geothermal Resources program manages the exploration, development, and



*Geothermal energy is used by small businesses, such as nurseries, to provide a low cost and accessible energy supply.*

oversight of geothermal resources on Federal lands. The BLM is responsible for leasing Federal geothermal resources, and then issuing permits and licenses for post-lease development for both electrical and direct-use heat applications, while ensuring compliance with lease terms and NEPA and the protection of other resources. These responsibilities include the review and approval of Geothermal Drilling Permits, site licenses and utilization permits for power plants, monitoring subsequent operations through the end of a field's life, compliance reviews and inspections, pluggings, and site abandonment.

The BLM managed 399 geothermal leases, with 55 leases in producing status at the end of 2004. During 2004, BLM leases generated over 5.7 billion kilowatt-hours of electrical power and provided alternative heat sources for direct-use commercial endeavors. In the next two years, additional power generation is planned to come on line.

The Bureau's inspection of lease operations, including production verification and accountability inspections of producing facilities, is a vital element in ensuring that proper royalty payments are made.

	2003 Actual	2004 Actual	2005 Plan	2006 Request	Change in Performance (2005 to 2006)	Long Term Target (2009)
Geothermal leases (#)	55	55	100	105	+5	105
Geothermal Drilling Permits (#)	16	17	25	33	+8	25
Geothermal Production Inspections (#)	200	300	350	350	0	400
Geothermal (GWhr)	7,000	7,000	6,400	7,200	+800	7,000

**Energy Policy and Conservation Act Studies** - Section 604 of the 2000 EPCA reauthorization requires the Secretary of the Interior, in consultation with the Secretaries of Agriculture and Energy, to conduct an inventory of all onshore lands to identify the reserves and resource estimates on those lands and any constraints to the development of these resources.

Phase I of the inventory was released in January 2003 and covered five major basins within the Interior West: the San Juan/Paradox, Uinta-Piceance, Greater Green River, and Powder River Basins, and the Montana Thrust Belt. Collectively these basins contain 50% of the oil and 78%

of the natural gas underlying the onshore Federal lands of the United States outside of Alaska. The inventory found that of the 59.4 million Federal acres, 39% were available for leasing under standard lease terms, 25% were available for leasing with constraints beyond standard lease terms, and 36% were not available for leasing.

The BLM, as lead agency, is working closely with the Department of Energy (DOE), U.S. Forest Service, and U.S. Geological Service to continue the EPCA inventory.

**Strategic Plan** - This program supports the Resource Use mission goal from the Department's Strategic Plan by managing energy resources to enhance public benefits, to promote responsible use and ensure optimal value of the public land fluid mineral resources. Primary outputs of this program are processing fluid minerals applications for permit to drill and conducting fluid mineral inspection and enforcement (see the Oil and Gas Management Performance Summary at the end of this subactivity discussion).

**Naval Petroleum and Oil Shale Reserves** - The Department of Energy (DOE) has historically managed, operated, maintained, and produced oil from the Naval Petroleum and Oil Shale Reserves (NPOSR) in a manner designed to achieve the greatest value and benefit to the United States. As a result of the National Defense Authorization Act FY 1996, NPR-1 (Elk Hills) was sold to Occidental Petroleum Corporation and all three Naval Oil Shale Reserves (NOSR) have been transferred outside DOE.

Administrative jurisdiction for NOSR-1 and NOSR-3 was transferred to the Department of Interior to be made available for leasing. The other oil shale reserve, NOSR-2, was transferred to the Ute Indian Tribe in January 2000. The most significant post-sale activity is the settlement of ownership equity shares with the former unit partner in the NPR-1 field, Chevron U.S.A., Inc. The NPOSR mission has evolved to complete environmental remediation activities and determine the equity finalization of NPR-1, and operation of NPR-3 while providing as a field demonstration facility. Discussions have begun with DOE on the possible transfer of this asset to DOI.

## **2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

Highlights of BLM's Oil and Gas program in 2004 include:

**Geothermal Leasing** – The BLM managed 399 geothermal leases, with 55 leases in producing status at the end of 2004.

**Energy Policy and Conservation Act Studies** - The contract for the Phase II inventory for six more basins was issued in 2004, maintaining BLM's planned schedule of inventories of technically recoverable oil and gas resources. The basins covered include Northern Alaska (NPRA and ANWR 1002 only), the Wyoming Thrust Belt, the Denver, Black Warrior and Appalachian Basins, and the Florida Peninsula. The Phase II inventory is scheduled for release in the third quarter of FY 2005.

**North Slope of Alaska** – In 2004 BLM completed the NW NPR-A EIS/IAP Record of Decision and held a lease sale for the NW NPR-A. The Lease Sale created more interest than expected and brought in nearly \$54.0 million. Five Legacy Wells were properly plugged and abandoned in the NPR-A near Umiat.

#### **Summary of 2004 Actual Accomplishments Compared with 2004 Planned**

In 2004 the Oil and Gas Management program met or exceeded most of its targets for primary outputs, but did not meet other targets. The accomplishments and the reasons the BLM did not meet all output targets are described below:

BLM met or exceeded its 2004 targets for processing Indian pre-lease actions, for conducting geophysical inspections, for processing fluid minerals applications for permit to drill, processing fluid minerals sundry notices, conducting fluid mineral inspection and enforcement, and processing oil and gas reservoir management agreements.

**Oil and Gas Leasing** – BLM issued fewer leases than planned in 2004 because fewer parcels were nominated by industry to lease and fewer lease parcels were bid on during the year. While the number of new oil and gas leases was less than estimated, the total bonus bids from these leases exceeded \$161 million.

**Oil and Gas Post Lease Administrative Changes** – The BLM processed fewer lease changes than planned in 2004 because fewer requests were received from industry than expected during the year.

**Geophysical Permits** – The BLM processed fewer geophysical permits than planned in 2004 because fewer request from industry were received than expected during the year.

**Fluid Mineral Drainage Cases** – The BLM resolved fewer drainage cases than planned in 2004 because of the complexity of pending cases and the identification of fewer cases. Also, BLM committed extensive resources to processing APDs, leaving fewer resources available for this aspect of the program.

### **2005 PROGRAM PERFORMANCE ESTIMATES**

Highlights of BLM's Oil and Gas program in 2005 include:

**Applications for Permits to Drill** – BLM has used recent program increases to respond to unprecedented demand for APDs. In 2004, BLM received 6,979 APDs and BLM expects to receive another 7,000 APDs in 2005, based on the rate of new APDs submitted in the first three months of Fiscal Year 2005.

The Bureau is using base funds to work through the current inventory of pending permits and has reduced that portion of permits that are pending over 60 days. By reducing accomplishments in portions of the oil and gas program which are not as sensitive to market demand such as drainage reviews and reviews of wells placed in temporary abandonment status, BLM was able to reduce the total number of pending permits by the end of 2004 and reduced the backlog of permits pending over 60 days, even with the unprecedented number of new APDs submitted by industry.

As a result of BLM effort to resolve the issues which were delaying processing of permits, the backlog of APDs pending over 60 days fell from 2,780 APDs at the end of 2003 to 2,214 at the end of 2004 and is estimated to drop further in 2005. At the end of each year, some APDs typically remain in pending status over 60 days because of complex negotiations associated with their surface use plans. In many of these cases, BLM does not have surface management responsibility and must negotiate with the entity which has such responsibility.

As stated above, BLM has met the unprecedented demand for APDs by shifting resources from other priority components of the Oil and Gas program including investigating and resolving drainage cases and reviewing abandoned wells to determine the necessary next steps. This diversion of resources will be corrected as BLM eliminates its APD backlog and generates additional funding through higher cost recoveries.

Oil and Gas APDs				
	2003	2004	2005	2006
	Actual	Actual	Estimate	Estimate
Pending APDs less than 60 days old at start of year	240	460	654	787
Pending APDs greater than 60 days old at start of year	3,080	2,780	2,214	1,681
Total Pending APDs at start of year <sup>1</sup>	3,320	3,240	2,868	2,468
New APDs Received	5,063	6,979	7,000	6,700
Processed APDs <sup>2</sup>	5,143	7,351	7,400	7,900
[APDs Approved]	[3,961]	[6,452]	[6,550]	[6,800]
Pending APDs less than 60 days old at end of year	460	654	787	1,148
Pending APDs greater than 60 days old at end of year <sup>3</sup>	2,780	2,214	1,681	120
Total Pending APDs at end of year	3,240	2,868	2,468	1,268

Oil and Gas APDs				
<sup>1</sup> The performance table shows two categories of pending APDs; those less than 60 days old and those more than 60 days old. BLM processes APDs, to the greatest extent possible, on a first in – first out basis. There will always be some APDs that are pending as a normal part of business. BLM is striving to reduce the number of pending APDs that are more than 60 days old.				
<sup>2</sup> The total number of APDs processed included the APDs that are approved and the APDs that are rejected, withdrawn or returned as incomplete. The dramatic increase in the number of APDs processed between 2003 and 2004 was partially a result of the completion of environmental reviews in the Powder River Basin. BLM does not anticipate a similar increase in future years.				
<sup>3</sup> Reducing the number of APDs that have been pending for more than 60 days is a major concern of the BLM. The additional funding in 2006 available from receipts allows the BLM to dramatically reduce the number of APDs in this category. BLM anticipates that some APDs will remain in this category because of the need for Environmental Impact Statements or because of other complex surface management issue.				

In 2005, the Oil and Gas Management program is expecting continued high demand for natural gas drilling permits. Continued interest in the development of coalbed natural gas is expected in the Powder River Basin in Wyoming and Montana, the San Juan Basin in New Mexico and Colorado, and the Uinta/Piceance basins in Utah and Colorado. Natural gas development is also expected in the Greater Green River Basin in southwestern Wyoming and northwestern Colorado. As exploration for new natural gas resources continues the areas of emphasis may shift, however the demand for drilling of wells is expected to remain high through at least 2006.

More coalbed natural gas sundry notices and energy rights-of-way in New Mexico and Wyoming are also expected as a result of the increase in energy development. Sundry notices document the steps after the APDs are processed, such as the review of well completion information, well status, and production capabilities for accuracy and potential problems. Subsequent well operations such as re-drilling, reworking, repairing and abandonment are also documented on sundry notices that are processed by BLM. By providing access to oil and gas resources in these areas, BLM is supporting the Resource Use Goal in the Department's Strategic Plan.

BLM anticipates that as the coal bed natural gas play in the Powder River Basin matures, APDs in that area will become more complex to process. This is because they will be in parts of the basin that are more environmentally sensitive. Also, new areas of interest in other Rocky Mountain States are likely to present more complex drilling scenarios. This may cause BLM's cost per APD to rise, but each APD processed in the new areas is likely to produce more natural gas than the relatively shallow wells in the Powder River Basin.

**Inspection and Enforcement** – In order to ensure effective lease and permit management in 2005, BLM will perform 18,700 inspections to prevent revenue losses due to unauthorized use of energy resources. Mishandling of production from Federal and Indian leases can result in significant underpayment of royalties. Furthermore, these inspections prevent improper oil and gas operations which can cause degradation of other resource values.

BLM inspectors have broad responsibilities and authority with respect to protection of the environment and public, proper disposition of production, accurate reporting of production and adequate lease site security. When inspectors identify noncompliance they initiate enforcement actions. They are authorized to use a number of enforcement tools to ensure compliance, e.g., issuing notices of violations, imposing assessments or civil penalties, ordering a shut down of operations, and even canceling leases.

Program objectives in 2005 are to maintain a professional, fully-trained, and certified contingent of petroleum engineering technicians in order to ensure the proper accounting of production from Federal and Tribal lands and to protect the environment and health and safety where oil and gas production is occurring. In addition, the BLM will emphasize accountability for royalty production, maintaining the current level of records review. Base funds for inspection and enforcement are re-evaluated each year so that state allocations remain in balance with current drilling and production activity.

**Resource Monitoring** – While compliance with the terms and conditions of oil and gas development is typically funded as part of the inspection and enforcement program, the broader effects of oil and gas development over time are measured by resource monitoring conducted by BLM specialists and qualified contractors. The BLM has made significant commitments in recent EIS's to water, air and wildlife monitoring plans. These monitoring plans are recognized as part of the full costs of program delivery. The results of the studies are used to modify lease stipulations, where needed to ensure that mitigation measures are effective.

In 2005, base funding will be used primarily in the Powder River Basin to assess the effectiveness of permit stipulations which are intended to address impacts to threatened, endangered and sensitive species in the areas where energy development is occurring, and to develop water monitoring and wildlife monitoring plans to protect species such as black-tailed prairie dog, mountain plover, long-billed curlew, and burrowing owl. Similar efforts will occur in other areas where oil and gas development is occurring. BLM field offices are planning to monitor the effects of oil and gas development at 200 water stations, 20 cultural sites and 810,000 acres of terrestrial habitat using oil and gas base funding.

**Geothermal** – In 2005, BLM expects to process and approve 17 geothermal permits to drill, administer 75 geothermal leases, and conduct 300 geothermal energy inspections. In Nevada and California, BLM's processing, reviewing and approving of site licenses and utilization permits, as well as the processing of supporting sundry notices and development applications, should result in an increase in geothermal power plants. Exploration actions and unit reviews will also be conducted in Nevada, California, Oregon, Utah and New Mexico. BLM will complete unit agreements to protect public geothermal resources through better exploration and development controls. Efforts with the U.S. Forest Service will concentrate on 30 U.S. Forest Service applications in California and 80 U.S. Forest Service applications in Oregon and Washington. BLM lands will also be cleared for additional leasing in Utah, New Mexico, Idaho and Arizona.

**Energy Policy and Conservation Act Studies** - In 2005, BLM plans to spend base funds to continue EPCA studies beyond the basins that were analyzed in the first two EPCA reports.

This will be the first year of a two year redesign of the EPCA studies. This redesign will cover the remaining basins that have not been covered in previous reports and will include conditions of approvals of APDs. The Phase I basins will be updated as a part of this effort as several Resource Management Plans and Forest Plans have been amended or revised since the initial inventory was released.

**North Slope of Alaska** – The BLM is using funds appropriated in 2005 to continue leasing, exploration, and development activities authorized by Congress on the North Slope of Alaska. This area is the Nation's best prospect for substantial new oil and gas production capacity. The BLM will continue actively pursuing the development of oil and gas in the NPR-A.

Under the National Energy Plan, the BLM anticipates working on a full field development analysis for lease activity in the Northeast sector of NPR-A. These projects will require additional environmental analyses to comply with existing regulations and NEPA. Part of the task of supporting the full field development and additional leasing is to assess the potential impacts of the oil and gas development and production. The BLM needs to conduct and complete critical studies to implement a North Slope best practices leasing and development program.

Finally, the BLM will continue coordination efforts and establish protocols with the State of Alaska and the Canadian government concerning a North Slope natural gas pipeline.

### JUSTIFICATION OF 2006 PROGRAM CHANGES

2006 Program Changes		
	2006 Budget Request	Program Changes (+/-)
\$(000)	87,291	-2,326
FTE	835	-20

The 2006 budget request for Oil and Gas Management is \$87,291,000 and 835 FTE, a program change of -\$2,326,000 and -20 FTE from the 2005 enacted level.

**Cost Recovery (-\$1,900,000)** – The BLM plans to publish regulations which will require that industry pay more of the recoverable costs of processing documents associated with oil and gas lease transactions and new applications for permits to drill. Implementing cost recovery will improve the efficiency and effectiveness of this component of the energy and minerals program, enabling it to be timelier in its responsiveness to industry demand and workload.

The \$1.9 million proposed reduction will be more than fully offset by \$9.7 million in oil and gas cost recovery collections in 2006, or a net increase of \$7.6 million. The increase is primarily



from a new fee for APDs. It is possible that not all of the net increase in revenue will be available for field office use during 2006 because some APD filings may come late in the year; however, using the portion of APD revenue that is available in 2006, BLM will be able to process virtually all remaining backlogged APDs except for those few that are delayed through litigation or complex environmental review. BLM plans to process 500 more APDs and 250 more oil and gas leases than the 2005 level. Due to this added capability, at the end of 2006, BLM's inventory of pending APDs will be relatively current. The number of APDs pending over 60 days will be just 10% of the total inventory of pending APDs. BLM will use a variety of strategies to complete this work including contracting, the use of term employees and sharing of employees with scarce skills between offices. BLM estimates that its energy and minerals cost recovery account will fund an estimated 20 FTE that were funded in the Oil and Gas program in 2005. Because of the increased funds from cost recovery, BLM will also be able to shift a portion of its appropriated funds to other program priorities such as ensuring proper inspection and enforcement actions.

BLM anticipates that as the coal bed natural gas play in the Powder River Basin matures, APDs in that area will become more complex to process. This is because they will be in parts of the basin that are more environmentally sensitive. Also, new areas of interest in other Rocky Mountain States are likely to present more complex drilling scenarios. This may cause BLM's cost per APD to rise, but each APD processed in the new areas is likely to produce more natural gas than the relatively shallow wells in the Powder River Basin.

**Narrowband Radio Savings and Other Program Efficiencies (-\$426,000)** - In 2006, the BLM will realize significant cost savings and efficiencies within the narrowband radio program, because it will have completed the required transition from wideband to narrowband technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

## OIL AND GAS MANAGEMENT PERFORMANCE SUMMARY

DOI Strategic Goal: Resource Use							
End Outcome Goal: Manage or influence resource use to enhance public benefit, promote responsible use, and ensure optimal value - energy.							
End Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Energy Resource Availability - Number of onshore acres available for energy resource exploration/development consistent with applicable management plans or permitting requirements (SP: UEM.1.001)	Establish Baseline	590 M:	590 M: 224 M surface, 366 M subsurface	590 M: 224 M surface, 366 M subsurface	590 M: 224 M surface, 366 M subsurface	0	590 M: 224 M surface, 366 M subsurface
Energy Resource Disturbance/Remediation - Average acreage disturbed per permitted energy exploration or development activity (SP: UEM.1.003)	Establish Baseline	2.3	2.3	2.3	2.1	-0.2 acres	2.1
Intermediate Outcome Goal 1: Effectively manage and provide incentives for access and development.							
Intermediate Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Fluid Minerals Backlog – Number of pending cases of permits and lease applications that are in backlog status for fluid energy minerals (APD's). SP	2,780	2,214	2,040	1,681	120	-1,561	120
Energy Minerals Processing/Percent Processed - Increase the percent of pending cases of permits and lease applications that are processed for energy minerals (APDs). (PART) 1/	Establish Baseline	72%	Establish Initial Target	75%	86%	+11%	86%
Intermediate Outcome Goal 3: Effective lease and permit management.							

<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Compliance/Percent of Strategy - Percent of fluid minerals inspection and enforcement reviews completed (PART)	Establish Baseline	108%	Establish Initial Target	96.0%	96.5%	+0.5%	97.0%
<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Compliance/Percent of INCs Corrected - Percent of Fluid Minerals Violations (Incidents of Non-Compliance or INCs) corrected by operators with first notice (PART)	Establish Baseline	96%	Establish Initial Target	96.0%	96.5%	+0.5%	97.0%
Cost Efficiency - Unit cost per Application for Permit to Drill Processed (PART)	\$4,875	\$3,355	\$3,950	\$4,000	\$4,000	0	\$4,000
<b>Intermediate Outcome Goal 4: Improve information base, resource management and technical assistance.</b>							
<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Customer/Stakeholder Satisfaction - Improve customer satisfaction rating with fluid energy resources permitting process. (PART) 2/	No Survey in FY 2003*	48%	52%	50%	50%	+0%	50%
<b>Primary Outputs funded by this subactivity:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Develop and Issue Fluid Mineral Leases. (number) 3/	1,975	2,699	3,450	2,800	3,050	+250	3,050
Process Fluid Minerals Applications for Permit to Drill. (number) 3/	5,143	7,351	7,000	7,400	7,900	+500	7,900
Process Realty Permits/Licenses/Easements (geophysical). (number)	60	62	60	60	60	0	60
Process Oil and Gas Reservoir Management Agreements.	2,640	2,944	1,500	2,000	2,000	0	2,000

(number)							
Process Fluid Minerals Post Lease Administrative Changes. (number) 3/	31,200	24,909	27,000	26,000	24,000	-2,000	24,000
Process Fluid Minerals Sundry Notices. (number).	28,600	35,665	30,000	30,000	30,000	0	30,000
Process Indian Pre-Lease Actions (number).	450	657	450	450	450	0	450
Conduct Fluid Mineral Inspection and Enforcement. (number)	16,100	18,934	18,700	18,700	18,700	0	18,700
Resolve Fluid Mineral Drainage Cases. (number)	1,150	1,143	1,500	1,200	1,200	0	1,200
Conduct Realty Inspections (geophysical). (number)	240	115	100	100	100	0	100

1/ BLM is in the process of reducing its backlog of permits. In 2004, BLM processed 5% more permits than it received and, in 2005, anticipates processing 6% more permits than it will receive.

2/ Permitting process survey for fluid energy resources will be conducted biennially.

3/ Processing new APDs and lease administrative transactions are funded in part by cost recoveries.

## Activity: Energy and Minerals Management

### Subactivity: Coal Management

#### SUBACTIVITY SUMMARY (\$000)

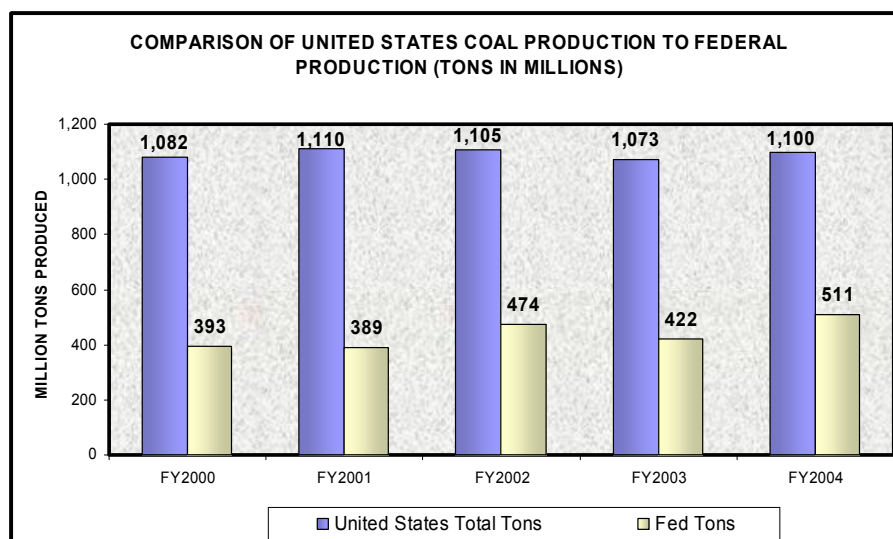
	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
\$(000)	9,390	9,311	+220	-235	9,296	-15
FTE	81	81	0	-1	80	-1

#### PROGRAM OVERVIEW

The 2006 budget request for the Coal Management program is \$9,296,000 and 80 FTE.

Coal provides the base fuel for over 23 percent of America's total energy consumption. All of America's coal needs can be developed domestically thereby eliminating our dependency on imported sources. Nationally, 51 percent of the electricity generated comes from coal, consuming 91 percent of the total coal production. Almost four tons of coal per person were used in the United States in 2003.

The nation increasingly relies on Federal coal managed by BLM to meet this demand. In fiscal year 2004, 47 percent of the total estimated United States coal production was mined from Federal coal leases. Federal coal sales indicate 511 million tons were sold, an increase in BLM's share of the United States total coal production of ten percent more than that produced in fiscal year 2000.

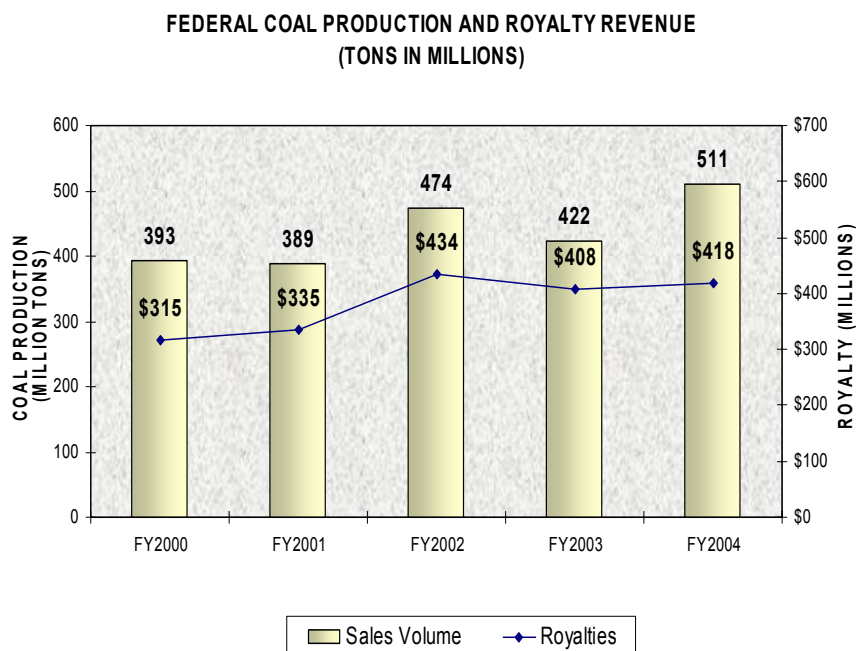


The BLM manages 35 percent of all coal

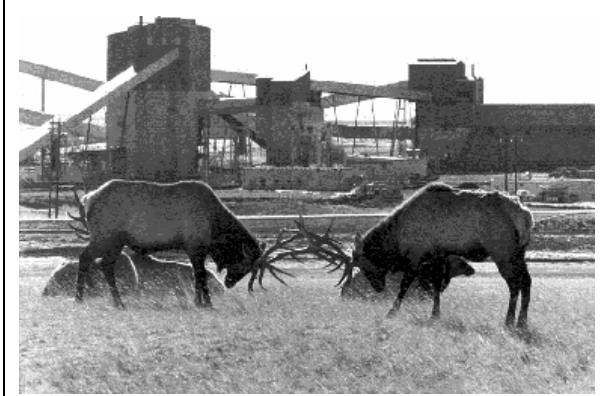
resources in the United States and indirectly affects the use of at least an additional ten percent. Sixty percent of Western coal, found west of the Mississippi River, is federally owned and an additional 20 percent is managed or affected by the Federal government. While coal production overall in the United States has remained basically flat, coal production in the highly concentrated Federal coal ownership in the west has increased from 53 percent in fiscal year 2000 to over 56 percent in fiscal year 2004. This places a continually higher demand on Federal reserves, processing Federal coal leases, and ensuring that existing leases are managed to obtain maximum economic recovery.

As of the end of fiscal year 2004, there were 301 Federal coal leases covering 456,578 acres of Federal lands or subsurface mineral ownership.

Federal coal production has increased more than 30% in the last five years. Total Federal coal production increased from 393 million tons in FY2000 to more than 511 million tons in FY2004. Royalties from Federal coal produced in fiscal year 2004 amounted to \$417.6 million.



Prior to fiscal year 2002, the coal program had not received a budget increase for ten years. Due in part to the budget increases in fiscal year 2002 and 2003, in fiscal year 2004 BLM was able to offer for sale seven Federal coal tracts and assisted in the preparation of two State of Utah School and Institutional Trust Land Administration (SITLA) coal tracts. This surpasses the number of sales held in any one fiscal year in recent history. The bonus bids from these accepted Federal and SITLA sales totaled \$893.9 million.



*The Black Thunder Mine near Wright, Wyoming produces nearly 10 percent of the U.S. coal supply. Herds of pronghorn antelope, mule deer and elk are found in great numbers on reclaimed lands adjacent to active operations.*

Considering the accomplishments of the coal program in fiscal year 2004, that \$893.9 million in sales bonus bids were accepted, \$417.6 million in royalties collected on producing Federal leases (totaling \$1.3 billion); and that 47 percent of the national coal was developed from Federal reserves and continues to climb, the BLM's importance of Coal Management Program to the Nation can not be underestimated.

In fiscal year 2006, the coal management program will strive to issue or process coal leases, gathering data to be used in processing coal leases beyond fiscal year 2006, improving BLM's customer services, reducing future liabilities created by unauthorized uses, and providing technical support to Tribes and Indian

mineral owners.

**Coal Leasing** - Federal coal leasing relies on the Lease by Application process. Industry applies for leases and exploration licenses as a result of the projected market price of coal, supply, and national demands. Many coal leases are issued in response to existing mining operations need for additional reserves. There, capital investment has significantly increased the value of the Federal reserves.

**Post-Lease Actions** - The BLM's coal operations workload involves mandatory administrative actions for existing leases. This encompasses additional exploration and all development activities that occur on Federal and tribal lands after the issuance of a coal lease. Operations workload includes monitoring for coal conservation through oversight of diligent development, bonding, and approval of the resource recovery and protection plan for federally owned coal. Other operational workloads, typically initiated by the lessee, include lease modifications, royalty rate reductions, formation of logical mining units, transfers by assignment sublease or otherwise, relinquishments, and readjustments. Timely completion of post-lease actions is critical to assure compliance with the statutory goals of diligent development, continued operation, maximum economic recovery, and conservation of the coal resource.

**Inspection, Production Verification, and Enforcement Activities** – To ensure effective lease management, the BLM performs inspection and enforcement on both inactive and producing coal leases. On-the-ground inspections are required to ensure compliance with approved actions and to detect unauthorized actions such as noncompliance with the resource recovery, protection and drilling plan; trespass; or deviations from reported production.

Inspections are conducted on tribal and Federal coal leases annually for non-producing leases and quarterly or as needed for producing leases. Information collected during inspections is used to independently verify production per royalty reporting period. Emphasis continues to be

placed on (1) inspection and enforcement activities on tribal and Federal producing leases and (2) independent calculation of production and production verification.

The Coal Management program supports the Resource Use mission goal from the Department's Strategic Plan by managing or influencing coal resources to enhance public benefit, promote responsible use, and ensure maximum economic recovery. Key intermediate outcome measures include increasing the number of coal resource applications processed, processing post lease administrative actions as needed, and completion of required compliance and production inspections. (See the Coal Management performance summary at the end of this program's discussion).



*BLM's mine site inspections are critical to verify coal production and accurate royalty payments to protect the public's investments as well as to insure compliance with lease stipulations, rehabilitation, and maximum economic recovery through completion of the mining operations.*

**Technical Assistance on Indian Lands** - The BLM is responsible for providing technical expertise to Indian mineral owners in developing and managing the production of their coal resources. The BLM reviews mine plans, and provides inspection, enforcement, and production verification on Indian leases. BLM also provides oversight to contracts under the *Indian Self-Determination Act*.

The BLM is working closely with other Departmental agencies on all levels evaluating business processes and procedures focused on efficient and effective stewardship and management of tribal resources.

## 2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS

BLM and SITLA exceeded its coal management lease sale goal of 28 leases by 13 leases and accepted \$893.9 million in bonus bids. BLM offered for sale seven Federal coal tracts and assisted in the preparation of two Utah SITLA coal tracts. Of the nine sales, seven were successful, four tracts issued leases in fiscal year 2004 and three tracts to have leases issued in 2005. Of the remaining two sales from the nine held, one Federal bid offer was rejected and reoffered in fiscal year 2005 while the SITLA bid offer was negotiated to the satisfaction of the bidder and SITLA and the lease was issued in fiscal year 2005. Seven coal exploration licenses (one in Montana and Utah each, two in Colorado, and three in Wyoming) were issued in fiscal year 2004. BLM completed 82% of its leasing actions (i.e. issuance of exploration licenses,



NEPA, lease sales, and lease issuances). BLM would have completed 100 percent of performance goals had bidders submitted a sufficient bid to satisfy regulatory requirements in two cases and provided adequate bonds and the necessary documents to complete the lease issuances in three other cases during fiscal year 2004.

Many post lease actions are industry driven and there was significant industry interest in fiscal year 2004. BLM planned to complete 333 post leasing actions (i.e. lease modifications, lease readjustments, bond reviews, etc.) and completed 362 or 109% of the actions planned.

In fiscal year 2004, 511.3 million tons of Federal coal were produced. Due to mine design changes and increased industry interest in mining Federal coal, BLM actually completed 2,136 or 107% of the planned inspections and production verifications. Estimated rental payments for Federal coal leases are \$1.4 million.

**Indian Trust Actions** – The Bureau of Indian Affairs (BIA) is responsible for issuing coal leases or coal contracts on Trust coal. Of the workload completed information provided above for fiscal year 2004, BLM completed four post leasing actions representing 50 percent of that anticipated and 73 IE &PV actions representing 97 percent of the actions anticipated on trust coal leases in Arizona, New Mexico, and Montana.

## **2005 PROGRAM PERFORMANCE ESTIMATES**

In fiscal year 2005, BLM plans to complete NEPA requirements for 8 Lease-By-Application (LBA) tracts, hold or participate in 14 sales (including 1 SITLA tract and 2 Federal reoffer tract sales), and issue 15 coal leases (1 SITLA tract and 3 Federal tracts that were sold in fiscal year 2004) should all sales be successful.

**Coal Leasing and Operations** – Coal program increases in 2002 and 2003 have been distributed to the States where coal leasing applications or operational funds were needed. Spending in those states reflects a focused effort to complete coal management priority workloads. The BLM's coal operations workload involves mandatory administrative actions for existing leases. BLM workloads such as production verification, coal conservation through oversight of diligent development, bonding, and approval of the resource recovery and protection plan for federally owned coal are completed to protect the public's interest. Post leasing activities for fiscal year 2005 should remain steady at the fiscal year 2004 level.

**Indian Trust Actions** – Funds continue to be used for Indian coal lease management in Arizona, Montana, and New Mexico. The BLM anticipates Indian post-lease actions such as the review and approval of mining or exploration plans, inspection and enforcement, product verification, and bonding modifications to remain at fiscal year 2004 levels.

**JUSTIFICATION OF 2006 PROGRAM CHANGES**

2006 Program Changes		
	2006 Budget Request	Program Changes (+/-)
\$(000)	9,296	-235
FTE	80	-1

The 2006 budget request for Coal Management is \$9,296,000 and 80 FTE, a program change of -\$235,000 and -1 FTE from the 2005 enacted level.

**Cost Recovery (- \$194,000)** – The BLM plans to publish regulations which will require that industry pay more of the recoverable costs of processing documents associated with coal leases. With the new regulations, BLM estimates it will collect additional revenue; therefore, BLM proposes a decrease of \$194,000 in the Coal Management program. Implementing cost recovery will improve the efficiency and effectiveness of this component of the energy and minerals program, enabling it to be more timely in its responsiveness to industry demand for coal.

**Narrowband Radio Savings and Other Program Efficiencies (-\$41,000)** - In 2006, the BLM will realize significant cost savings and efficiencies within the narrowband radio program, because it will have completed the required transition from wideband to narrowband technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

## COAL MANAGEMENT PERFORMANCE SUMMARY

DOI Strategic Goal: Resource Use							
End Outcome Goal: Manage or influence resource use to enhance public benefit, promote responsible use, and ensure optimal value - energy.							
End Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Energy Resource Availability - Number of onshore acres available for energy resource exploration/development consistent with applicable management plans or permitting requirements (SP: UEM.1.001)	Establish Baseline	590 MM	590 MM: 224 MM surface, 366 MM subsurface	590 MM: 224 MM surface, 366 MM subsurface	590 MM: 224 MM surface, 366 MM subsurface	0	590 MM: 224 MM surface, 366 MM subsurface
Intermediate Outcome Goal 1: Effectively manage and provide incentives for access and development.							
Intermediate Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Solid Minerals backlog - Number of pending cases of permits and lease applications that are in backlog status for solid energy minerals (LBA's) (SP: UIM.1.01.002)	28	45	25	28	22	-6	9
Energy Minerals Processing/Percent Processed - Increase the percent of pending cases of permits and lease applications that are processed for energy minerals (PART)	Establish Baseline	13% 5 / 38	24%	24%	25%	+1.0%	27%
Intermediate Outcome Goal 3: Ensure effective lease and permit management.							
Intermediate Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Compliance/Percent of Strategy - Percent of solid minerals inspection and enforcement reviews completed (PART)	Establish Baseline	100% 2136/2104	Establish Planning Year Initial Target	Establish Planning Year Initial Target	Initial Target +/- 0.5%	Initial Target +/- 0.5%	Initial Target +/- 0.5%
Primary Outputs funded by this subactivity:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Process Coal Leases.	14	32	26	31	28	-3	20

**Bureau of Land Management****2006 Budget Justifications**

Process Coal Post Lease Actions.	383	362	300	300	300	0	300
Inspect and Verify Production at Coal Sites	2,059	2,130	2,015	2,015	2,015	0	2,015

Note: Energy Resource Availability (SP: UEM.1.001) is for coal, oil, and gas.

## Activity: Energy and Minerals Management

### Subactivity: Other Mineral Resources Management

#### SUBACTIVITY SUMMARY (\$000)

	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
\$(000)	10,294	9,960	+277	-52	10,185	+225
FTE	96	96	0	0	96	0

#### PROGRAM OVERVIEW

The 2006 budget request is \$10,185,000 and 96 FTE.

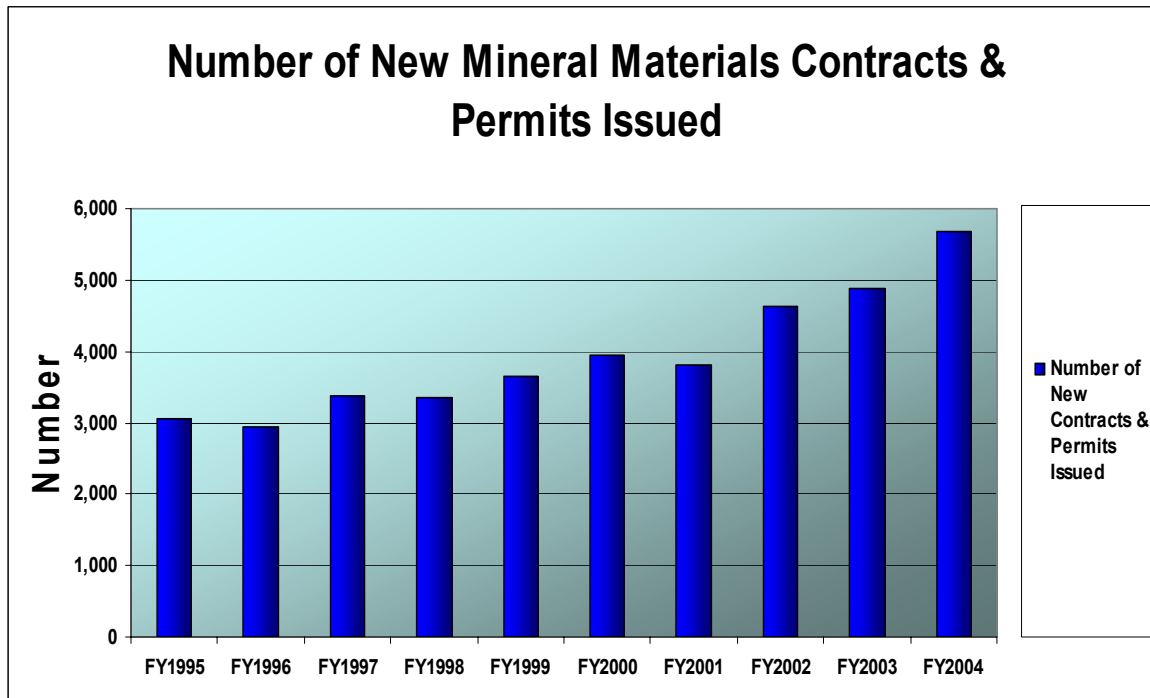
Federal lands are the source of important mineral resources for the Nation, including potassium, phosphorus, sodium, potash, lead, zinc, sand and gravel. During 2003, the production of leasable minerals such as phosphate, potash, sodium, and certain hard rock minerals had a market value of \$781.0 million and generated \$38.9 million in revenues from Federal lands. The number of leases and prospecting permits for all minerals currently authorized under this program are shown in the following table. This program also funds technical assistance in these areas to the Indian Tribes and allottees.

Commodity	Leases	Prospecting Permits
Phosphate	100	0
Potash	136	3
Sodium (inc. Trona)	93	2
Lead/Zinc	33	11
Other Minerals	89	11
<b>Total</b>	<b>451</b>	<b>27</b>

*Other Mineral Resources Leases and Prospecting Permits (as of September 30, 2003)*

The Other Mineral Resources Management program supports the Resource Use mission goal from the Department's Strategic Plan by managing or influencing Federal mineral resources other than fluid minerals and coal to enhance public benefit, promote responsible use, and ensure optimal value. Although the program primarily deals with non-energy uses, it includes oil shale exploration and development. In addition, mineral materials are used to develop the infrastructure for energy development and production. End outcome measures include reporting production of other mineral resources (leasable/saleable) produced from BLM-managed or influenced lands. (See

“Other Minerals Resources Management Performance Summary” at the end of this subactivity discussion).



Mineral materials include common materials such as sand, gravel, stones, and clays that provide the bulk of the materials needed for construction of houses, highways, railroad tracks, airports, bridges, pipelines and other developments. Public requests for contracts and permits from BLM have increased about ten percent a year since FY1995. Providing mineral materials in a timely and environmentally sensitive manner is critical for developing energy minerals and reducing energy use. Mineral materials are used for oil, gas and geothermal drill pads and access roads, as well as for constructing railroad spurs, pipelines and roads for transporting coal, oil, and gas. Developing efficient transportation systems reduces energy consumption.

Sand, gravel and other mineral materials are provided to State and local governments and nonprofit organizations at no cost. BLM also sells these materials for private and commercial uses on a contract basis. The public and private sectors are increasingly looking to BLM lands for these resources in the growing communities of the West, as more and more private resources are being depleted or made unavailable through zoning because of other competing demands for non-Federal lands. To supply materials for these urban areas, interstate transport of materials is becoming more common. In areas of high demand the public lands are an important source of these materials.

**Authorization and Leasing** – Under this program, the BLM issues authorizations (permits, contracts, leases, and licenses) for exploration and extraction of mineral resources from public lands. These include minerals such as phosphate, potash, sodium, lead/zinc, oil shale, and

other solid minerals other than coal. The BLM is responsible for classifying the land as prospectively valuable or as containing known value for these minerals. The Bureau also determines fair market value in support of leasing these other minerals on public lands, National Forest lands, and other lands for which the Federal government owns all or a portion of the mineral estate. This program includes ensuring compliance with the requirements of the NEPA and ensuring that the terms of leases or authorizations minimize future liabilities to the government. Examples of post-lease actions are the review and approval of mining or exploration plans, lease assignments, royalty rate reductions, lease renewals, lease modifications, lease readjustments, permit extensions, bonding modifications, lease terminations and relinquishments and review and approval of mining reclamation plans and licenses.

***Oil Shale Research and Development*** – Several companies have expressed interest in oil shale research and development projects. In FY05, the BLM published a Federal Register Notice soliciting public comment on the potential for oil shale development within the Piceance Creek Basin in Colorado; the Uinta Basin in Utah; and the Green River and Washakie basins in Wyoming and on the lease terms the BLM should include in research and development (R&D) leases in these areas. BLM is evaluating the most suitable lease size, how to eventually convert a research lease into a commercial one, and the terms and conditions that should be included in the R&D lease to provide short-term incentives and encourage long-term commercial development. Exploration of new oil shale development is part of the President's National Energy Policy.

***Technical Support of Indian Minerals*** - As part of this program, the BLM provides technical support to Tribes and Indian mineral owners for mineral resources other than coal, geothermal, oil, or gas to support the Secretary's trust responsibilities. The BLM is responsible for overseeing all solid mineral operations on BIA-issued leases on tribal and allotted lands. This responsibility includes sand and gravel when Tribes authorize removal through a lease. The BLM's responsibility includes approval of plans of operations, as well as inspection and enforcement activities. The Bureau also pursues opportunities for contracting the minerals workload with interested Tribes.

The BLM is active in the Indian Minerals Steering Committee which is composed of members from five Departmental bureaus that manage Indian mineral leases, and members from the Office of the Secretary. The BLM provides support to a number of IMSC initiatives each year, such as "listening forums" where tribal leaders express their concerns.

***Inspection and Enforcement and Production Verification*** - Inspection and enforcement actions, including verification of production, are conducted at least quarterly to ensure that all revenues from Federal and tribal leases are accurately reported, that operations are following the approved mine plan, and that the correct royalty rate is being applied. Annual on-the-ground inspections of non-producing mineral leases, licenses, contracts, and permits are also conducted.

Mineral material permits and contracts are inspected to verify production and evaluate compliance with NEPA and other requirements. When routine compliance inspections or other

information indicate an unauthorized removal of mineral materials, the BLM investigates the alleged minerals trespass and takes action to resolve these cases.

In various western counties, population expansion has greatly increased the demand for mineral materials to support community growth. Existing mineral material sources in readily available locations are rapidly being depleted and in some instances, the BLM is closing material sites. The increased demand has resulted in an increase in mineral material trespasses and enforcement actions on public lands, including reserved minerals.

Priorities for the Other Minerals Resource Management program in 2006 will include:

- Providing support for the National Energy Plan and community growth by responding to increased demand by the public for minerals, roads and other infrastructure. Priorities will focus on high growth areas of the West and in areas with energy development.
- Emphasizing mineral materials inspection and enforcement to ensure accurate accounting for mineral materials production, recovery for unauthorized removals, and compliance with environmental protection stipulations.
- Processing solid leasable and other mineral post-authorization actions.
- Processing actions needed for industry oil shale exploration, research and development projects.
- Supporting the Government's trust responsibilities.

The BLM will focus use of funding to make additional mineral materials available for projects such as access roads, drill pads, and railroad ballast for exploration, development, and production of energy minerals and mineral materials for transportation and utility corridors, particularly for high growth urban areas.

#### **Use of Performance and Cost Management Data in the Minerals Materials Program**

If applications to remove sand, gravel and other materials from the public lands provides an important local governments and the public. Using cost management data to allocate funding allows the BLM to better address the demand for these materials.

BLM continued to analyze and compare costs and workload among offices to increase productivity and transfer funds from offices with lesser workloads to offices like Idaho, Arizona and Nevada with better records and high public demand. Continued focus on use of funds for priority work enabled BLM to use funding to serve a greater number of customers.

Special emphasis for 2006 will be on serving needs of rapidly expanding communities and identifying and resolving trespass in Arizona, California, Nevada and Utah and maintaining the high levels of program service in Colorado and Idaho. BLM will continue efforts to provide at least \$2.0 million of mineral materials from public lands for high growth areas of Arizona and Nevada, such as Phoenix, Tucson and Las Vegas. In Idaho, the program will provide an estimated 1,000 permits for materials from community pits of all types, to provide mineral materials for infrastructure for alternative energy projects, and to maintain phosphate leasing activities.



The BLM will continue to emphasize the importance of discovering and will continue to resolving trespass issues, and will continue to conduct mineral material inspections and production verification.

The program supports the long-term goals of completing energy-related and other mineral authorization actions, processing associated post-authorization actions, and completing non-energy, oil shale and mineral material compliance, inspection, and enforcement actions on Federal lands. Local supplies of mineral material are needed for building access and infrastructure to develop energy minerals and bring them to the market. There are often no other viable substitutes for mineral materials. Suitable materials are increasingly being imported to high demand areas from adjoining States at higher cost. Government agencies continue to need increasing amounts of materials for building while developing and maintaining the infrastructure for communities.

### **2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In 2004, major accomplishments in the Other Mineral Resources Management program included the following:

Primarily in response to increased demand by the public for minerals, roads and other infrastructure in high growth areas of the West and in areas with energy development, in 2004 BLM processed 26 non-energy lease, 12 more than planned. BLM also exceeded other targets in the program by completing 447 non-energy post-lease actions, 6,024 mineral material disposals, 1,158 solid mineral inspections, and 3,238 mineral material site inspections on public lands. The BLM also completed 4 pre-lease actions, six non-energy post-lease actions, and 162 solid mineral and mineral materials sites on Indian lands.

The following are examples of collaborative and cooperative management activities and projects that have and will continue to be funded in the Other Mineral Resources Management program.

### **2005 PROGRAM PERFORMANCE ESTIMATES**

The BLM will process 100 fewer mineral material disposals than proposed in the 2005 Budget Justifications. This is due to the delay in the effective date of a rule which would have allowed BLM to recover the cost of processing mineral material permits. The rule, which was originally planned to be in place in early 2005, now is projected to be in place in late 2005, reducing the total amount of revenue available to process these permits.

BLM will meet the Other Minerals Management 2005 targets published in the 2005 Budget Justifications. These targets are primarily in response to increased demand by the public for minerals, roads and other infrastructure in high growth areas of the West and in areas with energy development. BLM expects to complete 14 non-energy licenses, permits or leases, 142 non-energy post-lease actions, 1,000 solid mineral inspections, and 2,100 mineral material site

inspections on public lands in 2005. Efforts will be made to continue to try to exceed targets for mineral material sales to meet the increased public demand identified during FY2004.

The following are examples of collaborative and cooperative management activities and projects that have and will continue to be funded in the Other Mineral Resources Management program.

**Mineral Materials** - The BLM continues to make mineral materials available for collaborative uses by local governments and non-profit groups. In FY04, the BLM issued 190 free use permits to Federal agencies and State and local governments, and non-profit organizations, and there was over 2.1 million cubic yards of production from free use permits. These materials are used mainly for road construction, and maintenance and other uses such as lining for ditches and canals.

**Selenium Contamination in Idaho's Phosphate Mining District** - The BLM coordinates with many Federal and state agencies, tribes, local governments, and non-government parties to address selenium contamination. The presence of selenium in waste rock has increased the complexity of phosphate leasing, development, and remediation. The BLM and USFS work together to change phosphate lease stipulations to better protect the United States from the costs associated with the release of selenium and other hazardous materials. Objections to the terms and conditions of nine lease readjustments were raised in FY2004 and appeals are expected in FY2006. Readjustments are scheduled to four leases in FY2005 and to two leases in FY2006. Through an MOU, the BLM is a support agency at 13 CERCLA sites at historic and active phosphate mines. As an initial part of the CERCLA process, Administrative Orders on Consent will be signed as of December, 2004, for development of Site Investigations at four mines. Information gained from ongoing CERCLA investigations is incorporated into new mitigation measures and reclamation guidance for the phosphate mining industry. Through these cooperative endeavors, BLM works with other agencies to meet the Resource Use mission goals of enhancing public benefit and promoting responsible use, while ensuring optimal value at Idaho's phosphate mines.

### JUSTIFICATION OF 2006 PROGRAM CHANGES

2006 Program Changes		
	2006 Budget Request	Program Changes (+/-)
\$(000)	10,185	-52
FTE	96	0

The 2006 budget request for Other Minerals Management is \$10,185,000 and 96 FTE, a program change of -\$52,000 from the 2005 enacted level.

**Narrowband Radio Savings and Other Program Efficiencies (-\$52,000)** - In 2006, the BLM will realize significant cost savings and efficiencies within the narrowband radio program,

because it will have completed the required transition from wideband to narrowband technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

## OTHER MINERALS MANAGEMENT PERFORMANCE SUMMARY

DOI Strategic Goal: Resource Use							
End Outcome Goal: Manage or influence resource use to enhance public benefit, promote responsible use, and ensure optimal value -- non-energy minerals.							
End Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Non-energy Minerals Availability - Number acres available for non-energy mineral resource exploration and development consistent with applicable management plans. SP	Not Measured	570,700 acres	Field Data Call to Establish Baseline	Field Data Call to Establish Baseline	TBD	N/A	TBD
Non-energy Minerals Disturbance/Remediation - Number of acres reclaimed to appropriate land condition and water quality standards. SP (reporting as cumulative)	Establish Baseline	1,786	8,000 (9,786 cum.)	8,000 (17,786 cum.)	16,000 (23,786 cum.)	+8,000	30,000 (53,786 cum.)
Intermediate Outcome Goal 1: Provide access to and incentives for non-energy minerals production.							
Intermediate Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Non-energy Minerals Processing /Timeliness - Average time for review and approval of saleable, leasable and locatable minerals processing actions (SP: UIM.2.01.001)	Establish Baseline	6 months	18 months	18 months	18 months	0	18 months
Non-energy Minerals Processing /Percent Processed: Increase the percent of pending cases of permits and lease applications that are processed for non-energy minerals. (PART)	Establish Baseline	14%	Establish Initial Target	Establish Initial Target	TBD	0	TBD
Cost Efficiency - BLM cost per 1000 cubic yards of mineral materials authorized (PART)	Establish Baseline	\$297	\$297	\$297	\$297	0	\$285
Primary Outputs funded by this subactivity:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Process Non-Energy Mineral Licenses, Permits or Leases.	31	26	14	14	14	0	14

Process Non-Energy Mineral Post Lease Actions.	232	452	143	143	142	-1	140
Process Mineral Material Disposals.	5,129	6,024	4,000	3,900	5,000	+1,100	5,000
Inspect and Verify Solid Minerals Production.	1,094	1,227	1,000	1,000	1,100	+100	1,100
Inspect and Verify Mineral Materials Production.	3,030	3,207	2,100	2,100	3,000	+900	3,000

*BLM's official case reporting system. LR2000, was used in planning units for 2004 and 2005. LR2000 provides a single data base in retrieving all the necessary data to provide the required information for the intermediate outcome measures and primary outputs. The increase in mineral material disposals and inspections in 2006 is attributable to cost recovery revenues.*

## Activity: Alaska Minerals

### SUBACTIVITY SUMMARY (\$000)

	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
\$(000)	2,453	3,944	+45	-1,692	2,297	-1,647
FTE	17	19	0	-2	17	-2

### PROGRAM OVERVIEW

The 2006 budget request for the Alaska Minerals program is \$2,297,000 and 17 FTE.

Section 1010(a) of the *Alaska National Interest Lands Conservation Act* directed the Secretary of Interior to assess the oil, gas, and other mineral potential on all public lands in the State of Alaska in order to expand the data base with respect to the mineral potential of such lands. The U.S. Bureau of Mines was originally tasked to conduct the assessments for mineral potential. When the Bureau of Mines was abolished, the personnel to conduct the program and the authority to do so were transferred to the BLM.

The goals of the Alaska Minerals program are to:

- evaluate mineral resources of mining districts throughout Alaska (including field surveys of known and suspected mineral deposits, economic feasibility studies, and where needed, engineering and environmental studies);
- use geophysical and geochemical data, as well as geologic mapping to obtain greater understanding of the geology and mineral resources on federal lands in Alaska;
- prioritize mining districts based on known mineral deposits, active mining claims, mineral terranes, land status, customer input, and the BLM's schedule for completion of Resource Management Plans;
- provide Mineral Potential Reports, Reasonable Foreseeable Development Scenarios, and other minerals information for the BLM's land use planning studies; and
- maintain and improve the collections at the Juneau-John Rishel Mineral Information Center.

**Mineral Assessment** -There are 15 mining districts in Alaska with completed or nearly completed mineral assessments. Mineral assessments for another 15 of the mining districts are scheduled in priority order in the long-range planning document for 2004 and beyond. This long-range plan is currently being revised to reprioritize the schedule of mining districts to also

consider the BLM's resource management planning schedule. Assessments of the remaining 43 mining districts not currently scheduled will be re-evaluated.

**Use of Performance and Cost Management Data in the  
Alaska Minerals Program**

BLM uses cost management data to estimate the number of sites that can be investigated with the funds provided with the Alaska Minerals appropriation.

The Delta River Mining District mineral assessment project is the first to be initiated under the cost and performance measure system, so final data will not be available until the project is completed in 2005. However, based on preliminary data from 2003, the BLM investigated 161 sites at an average direct cost of \$13,696. BLM plans to use this unit cost to develop project schedules as it shifts its focus to the Aniak district. Since field efforts in the Aniak district are made more difficult due to the remoteness of the region and lack of transportation infrastructure, an allowance will be made in the unit cost, affecting the total number of sites that can be investigated.

In 2006, significant accomplishments planned will include the following:

- Investigating known mineral occurrences in the ongoing mineral assessments. The planned workload measure is 130 sites investigated for the Bristol Bay Mining District Study.
- Preparing and publishing the Aniak Mining District Study Final Report as a Technical Report.
- Publishing an economic pre-feasibility report for the Aniak Mining District.
- Updating the Alaska Minerals Information System (AMIS) database with new information obtained from the mineral assessment investigations and from current publications.
- Conducting an initial reconnaissance survey for the mining districts in the Fortymile Resource Planning Area.
- Publishing the data and geophysical interpretation from the Bristol Bay Mining District Airborne Geophysical Survey.
- Initiating planning for an airborne geophysical survey of the mining districts in the Fortymile Resource Planning Area.

The Alaska Minerals program supports the Resource Use mission goal of the Department's Strategic Plan by providing information that can be used to identify land use management alternatives and policy options, complete reliable cost analyses of alternate sources of mineral supply, and analyze mineral extraction technologies. In addition, the BLM develops cost-effective techniques for characterizing the environmental hazards associated with waste from past mining and minerals processing operations in Alaska. (See Alaska Minerals performance summary).

## **2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

Funds provided in the *2004 Interior Appropriations Act*, together with an extended field season, allowed BLM to accomplish an additional 20 site investigations over the 138 site investigations planned. This was achieved despite having helicopters used for the Aniak Mining District Study reassigned to support fire fighting.

The major accomplishments in the Alaska Minerals program included the following:

- Published BLM Alaska Open-File Report 95, *Mineral Investigations in the Delta River Mining District, East-Central Alaska, 2003*.
- Continued work on the Alaska Cost Factors project.
- Updated the Alaska Minerals Information System minerals database for the Delta River and Aniak Mining District Studies.
- Completed field investigations for the Delta River Mining District Study. 72 sites were investigated.
- Continued field investigations for the Aniak Mining District Study. 86 sites were investigated.
- Published BLM Alaska Open-File Report 94, *Mineral Investigations in the Aniak Mining District, Southwestern Alaska, 2003 Field Season*.
- Provided technical support for the South N-PRA Integrated Activity Plan
- Provided technical support for the East Alaska, Bristol Bay, and Kobuk/Seward Peninsula Resource Management Plans.
- Updated the web site for the Juneau-John Rishel Mineral Information Center to include on-line access to Mining District Study Reports.
- Initiated revision of the long-term plan.

## **2005 PERFORMANCE ESTIMATES**

The *2005 Interior Appropriation Act*, Public Law 108-447, provided a higher level of funding than in 2004. As a result, BLM expects that the number of sites investigated during mineral assessments will be at an increased rate. BLM plans to accomplish the following in 2005:

- Investigating known mineral occurrences in the ongoing mineral assessments. The planned workload measure is 165 sites investigated for the expanded Aniak Mining District Study.
- Preparing and publishing the Delta River Mining District Study Final Report as a Technical Report.
- Publishing an economic pre-feasibility report for the Delta River Mining District.
- Updating the Alaska Minerals Information System (AMIS) database with new information obtained from the mineral assessment investigations and from current publications.
- Conducting an initial reconnaissance survey for the Bristol Bay Mining District Study.
- Conducting an airborne geophysical survey in support of the upcoming Bristol Bay Mining District Study, scheduled to begin in 2006.
- Initiating economic modeling for mineral deposit types in the Aniak Mining District. An economic pre-feasibility report will be published in 2006.
- Completing revision of the long-range plan.



Other significant planned accomplishments will include the following:

- Continuing a program to provide on-line Internet accessibility to the Juneau Minerals Information Center library.
- Providing technical support for the South NPR-A Integrated Activity Plan.
- Providing technical report for the minerals information portions of BLM Alaska's Resource Management Plans.

**Collaborative and Cooperative Management** - The following are examples of collaborative and cooperative management activities and projects that will continue to be funded in 2005 in the Alaska Minerals program.

- **Aniak Mining District Study** -This five-year mining district study is being conducted in cooperation with the U.S. Geological Survey (USGS), the State of Alaska's Division of Geophysical and Geological Surveys (ADGGS), and several regional native corporations. Mineral assessments ensure effective public and private mineral supply decisions by providing information that is used to identify land use management alternatives and policy options, reliable cost analyses of alternate sources of mineral supply, and mineral extraction technologies.
- **Bristol Bay Mining District Airborne Geophysical Survey** -This airborne geophysical survey is funded and designed by the BLM, with coordination between BLM, the USGS, the ADGGS, The Bristol Bay Native Corporation, and private industry. The ADGGS provides contract administration for the actual survey via an assistance agreement with the BLM.
- **Minerals Data Information Rescue in Alaska Interagency Minerals Coordinating Group** - The BLM in Alaska works jointly with other agencies to make geologic information and physical rock samples available for public use. Member agencies include the USGS, BLM, U.S. Forest Service, and the ADGGS. The BLM Alaska is cooperating with the ADGGS to provide electronic access to all publicly held minerals data in Alaska. Projects include the Mining Claims Information System, a statewide interagency bibliography, inventory of acquisitions, increased storage and archival of documents, and improved accessibility of minerals data in Alaska.

### JUSTIFICATION OF 2006 PROGRAM CHANGES

2006 Program Changes		
	2006 Budget Request	Program Changes (+/-)
\$(000)	2,297	-1,692
FTE	17	-2

The 2006 budget request for Alaska Minerals is \$2,297,000 and 17 FTE, a program change of -\$1,692,000 and -2 FTEs from the 2005 enacted level.

**Alaska Mineral Assessments (-\$1,685,000)** - In 2005, Congress provided additional funding above the request to perform mineral assessments. BLM used this funding to investigate 27 additional sites in the Aniak Mining District. This program change would return the funding to the 2005 request level, matching BLM's current long range plan. Assessments would be completed at a slower pace than in 2005. BLM would complete 35 fewer assessments in 2006.

**Narrowband Radio Savings and Other Program Efficiencies (-\$7,000)** - In 2006, the BLM will realize significant cost savings and efficiencies within the narrowband radio program, because it will have completed the required transition from wideband to narrowband radio technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

## ALASKA MINERALS PERFORMANCE SUMMARY

DOI Strategic Goal: Resource Use							
End Outcome Goal: Manage or influence resource use to enhance public benefit, promote responsible use, and ensure optimal value -- non-energy minerals.							
End Outcome Measures:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Non-energy Minerals Availability - Number acres available for non-energy mineral resource exploration and development consistent with applicable management plans (SP: UEM.2.001)	13,417	13,417	13,417	13,417	13,417	0	TBD
Primary Outputs funded by this subactivity:	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Assess Alaska Minerals (number).	150	158	138	165	130	-35	130

## Activity: Realty and Ownership Management

### ACTIVITY SUMMARY (\$000)

Subactivity		2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes  (+/-) Amount	Program Changes  (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
Alaska Conveyance	\$	41,920	41,975	+760	-9,136	33,599	-8,376
	FTE	279	279	0	-12	267	-12
Cadastral Survey	\$	16,691	15,590	+369	-2,093	13,866	-1,724
	FTE	123	120	0	0	120	0
Land and Realty Mgt	\$	34,635	35,059	+1,102	-2,480	33,681	-1,378
	FTE	337	337	0	0	337	0
Total Dollars	\$	93,246	92,624	+2,231	-13,709	81,146	-11,478
	FTE	739	736	0	-12	724	-12

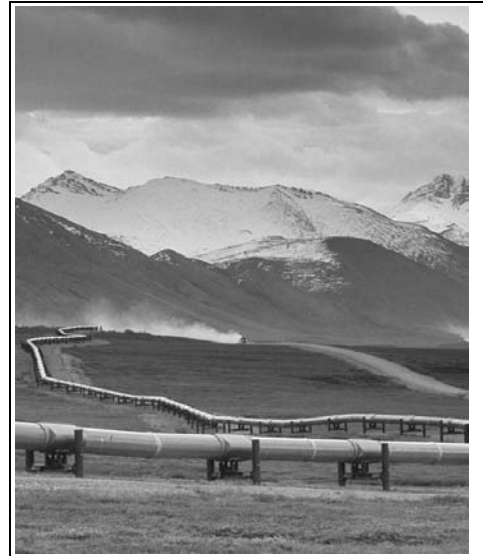
### ACTIVITY DESCRIPTION

The Realty and Ownership Management activity has three programs that are focused on the use of lands and transfer of BLM-managed lands. The Land and Realty Management program authorizes uses of the land for purposes such as for rights-of-way, commercial filming, and communications sites. The Land and Realty Management program also implements changes to land ownership to consolidate public lands, by exchanging and purchasing lands, and by selling lands no longer needed for Federal purposes. The Cadastral Survey program provides cadastral survey services that are an important component to managing both Federal and private lands. The Alaska Conveyance program transfers BLM lands in Alaska to other ownership pursuant to a number of laws.

The BLM has authorized nearly 85,000 rights-of-way on the public lands; these rights-of-way serve communities and provide significant economic benefits to the Nation. A significant number of energy and other companies apply to the BLM each year to obtain right-of-way grants to use the public lands for roads, pipelines, transmission lines, and communication sites. Energy-related rights-of-way play an essential part in the transportation of energy sources, from either oil or gas production areas or electricity that has been generated from a variety of sources, such as hydro-power, coal or gas-fired generators, and geothermal, to areas where the energy is used, such as at large communities or in industrial sites. Rights-of-way for

communication sites are required to install equipment necessary for the transmission of television broadcasts and the cellular phone network. Rights-of-way provide for the basic infrastructure of a community by meeting the access, power, and communication needs of cities, towns, and rural communities. The Lands and Realty Management program issues and amends these right-of-way authorizations, conducts on-the-ground inspections to ensure compliance with terms and conditions of the authorization, and conducts studies to determine the suitability of future right-of-way locations and uses.

To assure certainty in land transactions involving the public lands, the Cadastral Survey program provides cadastral survey products and services to Federal, State, county, and local governments. A cadastral survey, as performed by the BLM, is used to accurately identify land boundaries and to maintain the related survey records for all public and tribal lands. These cadastral surveys directly support the President's energy policy and the Secretary's fiduciary responsibilities for carrying out Trust responsibilities and for survey of Indian assets.



*The Trans-Alaska Pipeline right-of-way which cost about \$8 billion to build, sits on top of 78,000 above-ground supports spaced 60 feet apart.*

#### RIGHTS-OF-WAY USE AUTHORIZATIONS

	Transmission Lines	Oil and Gas Pipelines	Telephone and Telegraph Lines	Other Rights-of-Way*	Total
Number of Authorizations	13,400	25,401	4,638	44,527	87,966
Acres	868,035	220,062	54,274	5,484,346	6,626,717
Miles	71,613	18,155	4,478	**	94,246
* Includes communications sites and non-oil and gas pipelines such as water lines					
** Length not applicable as many of these rights-of-ways are not linear.					

Ownership information, financial information, and management of trust accounts are related to or are based upon information recorded in a cadastral survey. The BLM is responsible for the maintenance of current and historic land title records, including the Public Land Survey System, which is the foundation of the land survey and tenure system of the United States. Accurate cadastral surveys and land title records and the Geographic Coordinate Data Base provide precise information on land ownership, and provide crucial information to the BLM for energy leasing and other development on the public lands. The BLM is responsible for conducting cadastral surveys on all Federal land, including the Indian lands and lands managed by other Department bureaus and the Forest Service. The Cadastral Survey program receives funds from these bureaus for some of these services.

The BLM has statutory responsibility to survey and convey lands to the State of Alaska, Alaska Native Corporations, and individual Native Alaskans, among other groups and tribes. The BLM carries out this responsibility through the Alaska Conveyance program.

The Realty and Ownership Management program supports the mission goals of Serving Communities and Resource Use of the Department's Strategic Plan by authorizing many uses of the public lands, including access to and transportation of goods and services across the public lands. This program also ensures that the public lands are properly surveyed and described, providing certainty to all landowners; and consolidates Federal ownership so the public lands can be more efficiently used and managed, through land acquisitions, sales, disposals and exchanges (See the performance summaries at the end of each subactivity discussion.)

## Activity: Realty and Ownership Management

### Subactivity: Alaska Conveyance and Lands

#### SUBACTIVITY SUMMARY (\$000)

	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
\$(000)	41,920	41,975	+760	-9,136	33,599	-8,376
FTE	279	279	0	-12	267	-12

#### PROGRAM OVERVIEW

The 2006 budget request for the Alaska Conveyance and Lands program is \$33,599,000 and 267 FTE, which represents a reduction of -\$8,376,000 and -12 FTE change from the 2005 request.

The BLM is directly or indirectly involved in managing over 200 million acres of Federal, State, and Native lands in the State of Alaska. Through the Alaska Conveyance and Lands program, the BLM transfers Federal lands to Alaska Natives, Alaska Native Corporations, and the State of Alaska. The BLM transfers these lands pursuant to several laws, one of which was enacted to settle aboriginal land claims in the State of Alaska, the largest aboriginal land claim settlement in the history of the United States. Other laws direct the BLM to transfer lands to the State of Alaska and were enacted when Alaska became a State. The Congress has also directed that certain lands be transferred to individual Alaskan Indians, Aleuts and Eskimos. The transfer process begins with the selection of lands by Natives, Alaska Native Corporations, and the State and ends with an on-the-ground survey and transfer of title. In addition to completing land transfers, the BLM, through this program, manages lands in Alaska by determining ownership of submerged lands; administering the townsite trustee program; managing and granting various kinds of easements, rights-of-way applications, and applications

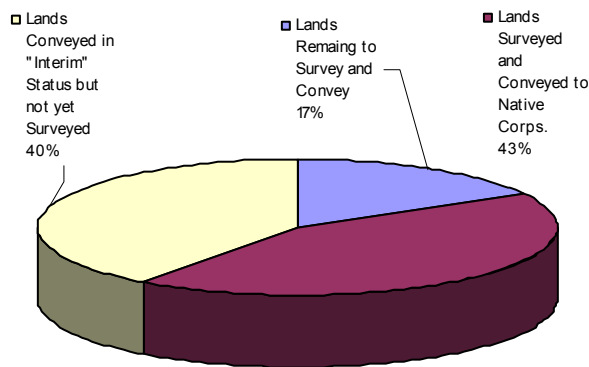


*Cadastral survey of boundaries of a river in Alaska. These surveys are necessary to determine riparian (water) boundaries and ownership of both submerged and adjoining lands.*

for other uses; recovering title to erroneously conveyed land for re-conveyance to individual Native applicants; and supporting land records automation and modernization initiatives.

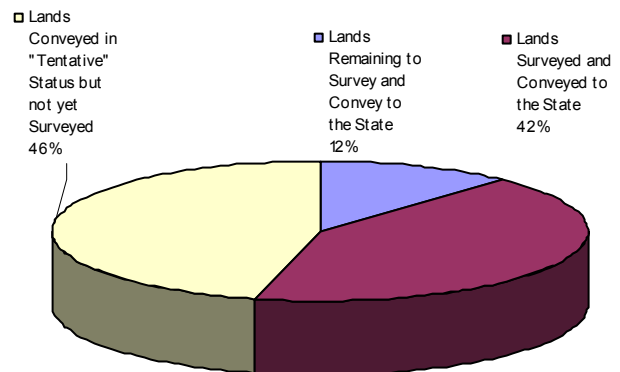
**The Land Conveyance Program** - Pursuant to the *Alaska Native Claims Settlement Act of 1971*, the *Alaska National Interest Lands Conservation Act of 1980*, and the *Alaska Statehood Act*, the BLM is statutorily required to transfer, or “convey”, a total of more than 151 million acres of Federal lands within Alaska, an area slightly less than the size of Texas, to the State of Alaska, Alaska Native Corporations, and individual Alaska Natives. The conveyance program has been in operation since the mid-1960s with 63 million acres out of the original 151 million acres transferred from BLM administration to the State, Alaska Native Corporations or individual Alaska Natives. An additional 66 million acres of the total 151 million acres have been selected by Native Corporations or the State, are in interim status, known as either “interim conveyance” or “tentative approval”. Approximately 89 million acres, including the lands in interim status, await final transfer.

#### PROGRESS IN CONVEYING 45.6 MILLION ACRES TO ALASKA NATIVE CORPORATIONS



The BLM has surveyed and conveyed 43 percent of the 45.6 million acres that must be conveyed to the Alaska Native Corporations. The BLM has conveyed an additional 40% of the lands in an interim status, pending the completion of surveys. The BLM is required to survey and convey the remaining lands.

#### PROGRESS IN CONVEYING 104.5 MILLION ACRES TO THE STATE OF ALASKA



The BLM has surveyed and conveyed 42 percent of the 104.5 million acres that must be conveyed to the State. An additional 46% of the lands have been conveyed in an interim status but not yet surveyed. The BLM is required to survey and convey the remaining lands.

Until recently, the land transfer process required resolution of title issues and conflicting claims to the land; determination of any pre-existing rights of Native Alaskan applicants to the land; determination of access rights to and across the lands; cadastral surveys of the lands to be transferred, and, as a final step, the issuance of title, or patent, documents that transfer the land. To complete the transfers of these lands, the BLM has, through consultation with the



State, the Alaska Native Corporations, and individual Alaska Natives, established priorities for completion of surveys of lands selected by the State of Alaska and Alaska Native Corporations. Thousands of inholdings, such as those related to cemetery and historic sites; mining claims; and Native allotments, must also be surveyed prior to conveyance of lands to the State or Native Corporations. Surveys are also required for land exchanges between the Federal government and other parties. Before lands are conveyed to Alaska Native Corporations, the BLM reserves easements across these lands to allow public access to nearby public lands. This involves surveying and determining the need and best method for access.

**New legislation** – The Alaska Land Transfer Acceleration Act, which was passed by Congress and enacted in December 2004, amends procedures concerning the Alaska Conveyance Program. New provisions provided by this legislation will allow the BLM to streamline land conveyances by removing obstacles created by previous legislation and reducing costs. This legislation will allow the BLM to improve business practices that will result in increased ability to process land conveyances in 2006.

Two factors will contribute to the acceleration of land transfers in Alaska: a) the 2004 legislation, and b) process streamlining/administrative improvements.

The first component, the recently passed Alaska Land Transfer Acceleration Act, will provide the necessary remedies to remove obstacles to land transfers that were inadvertently imposed by previous legislation. The legislation establishes a number of measures designed to cut processing times and lengthy delays associated with land transfers. These include deadlines for those receiving lands to prioritize final selections; elimination of the requirement for exact acreages, otherwise known as acreage rounding; and a streamlined process whereby titles to lands erroneously conveyed to Native Corporations or the State of Alaska can be voluntarily returned to the Secretary for reconveyance to qualified Native applicants. Additionally, the new law provides for a new hearings and appeals process that will allow decisions to be finalized without the requirement of submitting findings to Washington for approval. These provisions, and many others contained in the new legislation will enhance BLM's ability and productivity in transferring lands.



*Surveyor in Alaska. Land cannot be transferred without accurate surveys. Factors influencing survey progress include extreme weather conditions, a short surveying season, remote locations, and the large acreage to be surveyed.*

The second component, process streamlining and administrative improvements, is the result of BLM's reorganization of the conveyance division in 2003. That effort established a resolution unit devoted to meeting with clients and resolving issues where BLM had authority. Along with the new legislation came increased authority for this unit. More one-on-one communication, in accordance with Section 2 of ANCSA, is now part of the new business model. This results in fewer and less complex documents in communicating with customers. Processes continue to

be streamlined as a result of the recent legislation and the resulting increased client cooperation. Although process improvement is labor-intensive, the results will save dollars and time in the long run.

In 2006, priorities for the Alaska Conveyance and Lands program include:

- Resolving 800 pending applications for Native allotment parcels.
- Patenting 2,000,000 acres of land to the State of Alaska, and patenting 2,000,000 acres of land to the Alaska Native Corporations, for a total of 4,000,000 acres patented. The number of acres the BLM anticipates conveying in 2006 is greater than the number planned for 2005 because the BLM will complete the approval of a higher number of surveys in 2005. The surveys, which provide the necessary on-the-ground boundary location, are the most time intensive portion of the work to convey land; and once completed the BLM can make rapid progress in patenting the lands.
- Completing 1,000 miles of field survey work in relation to the Alaska Conveyance and Lands program and completing approval to 4,000 miles of existing field survey efforts.
- Continuing the use of Indian self-determination agreements with the thirteen Alaska Native corporations for the survey of Native lands.

**Use of Performance and Cost Management Data in the  
Alaska Conveyance Program**

BLM uses cost management data to estimate project cost and to evaluate and prioritize survey requests for services. Unit cost is one of several considerations in selecting projects.

Cost management data has aided BLM's understanding of the various components of the total cost to convey tracts. For example, BLM expects to complete more approvals in 2005 following the large number of field miles that were completed in 2004. Understanding these cost components allows BLM to set realistic performance targets for the number of conveyances to the State of Alaska and Native Corporations that can be completed each year. This data also is used to plan operational costs such as aircraft rental and survey equipment needs.

The Alaska Conveyance and Lands program supports the Serving Communities mission goal of the Department's Strategic Plan. Each mission goal of the Strategic Plan has several performance measures to gauge progress towards meeting mission goal accomplishments, including end outcome goals and measures, intermediate outcome goals and measures, and primary outputs. A key intermediate outcome measure for this mission goal is to increase the acreage of approved land disposals and conveyances completed, including Alaska conveyances pursuant to ANCSA and ANILCA. The BLM conveys land to the State of Alaska, Alaska Native Corporations, and individual Alaska Natives. These land transfers are crucial to development of strong communities. The focus of the program is the transfer of lands that will best meet the needs of each community (Refer to the Alaska Conveyance and Lands performance summary at the end of this subactivity discussion).

## **2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In 2004, the BLM exceeded its primary output targets in the Alaska Conveyance and Lands program due to increased funding provided by Congress in 2004, and due to other factors explained below. Major accomplishments included:

- Resolving 679 applications for Native allotment parcels. In many cases, these applications involved multiple sites, some with conflicting claims on the same site.
- Patenting 320,036 acres of land to the State of Alaska, and patenting 900,300 acres of land to the Alaska Native Corporations. These totals were greater than planned for 2004 because more cadastral surveys of entitlements were approved than expected.
- Assisted certified veterans of the Vietnam War to file for Native allotments.
- Completing 6,063 miles of on-the-ground surveys, approving and establishing 4,309 survey monuments in relation to the Alaska Conveyance and Lands program. The miles of on-the-ground surveys increased from 2003 to 2004 because State lands selected for survey in 2004 were less complex to survey than other lands.
- Approving 388 survey plats encompassing 1,867,200 acres. These documents serve as legal notice of the legal boundaries established for managing Federal and Indian lands.
- Collecting cadastral data for 889 townships to be incorporated into the Geographic Coordinate Data Base (GCDB). These townships are subsequently posted on the internet and are available for downloading by the public on BLM's website maintained in Alaska.
- Continuing the use of Indian Self-Determination agreements with thirteen Alaska Native Corporations for the survey of Native lands.

## **2005 PLANNED PROGRAM PERFORMANCE**

The Alaska Conveyance and Lands program is implementing its Five-Year Strategic Plan, which is an agreement between the BLM and the Alaska Natives, Alaska Native Corporations, the State of Alaska, and other interested parties. The agreement gives all interested parties the opportunity to participate in all aspects of the conveyance process. Priorities, goals, and timelines for completing various types of work were agreed upon by all participants. The continuation of this strategic plan will be the highest priority for the Alaska Conveyance and Lands program in 2005.

In 2005, the BLM's planned accomplishments remain consistent with the accomplishments described in the 2005 Budget Justifications due primarily to the increased amount of cadastral field miles completed in 2004, which front-loaded the conveyance process. The actual accomplishments, and the increase in 2005, will include:

- The BLM expects to patent 500,000 acres to the State of Alaska.
- The BLM expects to patent 500,000 acres to Alaska Native Corporations.
- The BLM expects to survey 4,000 miles for the Alaska Conveyance Program.
- The number of miles of existing surveys to be approved for the Alaska Conveyance Program was increased from 5,000 miles to 6,000 miles because of an increase in field surveyed miles in 2004.

## JUSTIFICATION OF 2006 PROGRAM CHANGES

2006 Program Changes		
	2006 Budget Request	Program Changes (+/-)
\$(000)	33,599	-9,136
FTE	267	-12

The 2006 budget request for the Alaska Conveyance and Lands program is \$33,599,000 and 267 FTE, a program change of -\$9,136,000 and -12 FTE from the 2005 enacted level.

**Alaska Conveyance, (-\$9,136,000)** – This program change will bring the BLM to the funding level requested by the President in 2005. At the 2006 request level, BLM will continue to make significant progress in transferring Federal lands in Alaska to other ownerships. New provisions provided by the recently enacted Alaska Land Transfer Acceleration Act will allow the BLM to accelerate the completion of the program and reduce costs. The number of approved surveys is expected to remain steady in 2006 despite a lower budget level than 2005 enacted, due to the increased field survey work, completed in 2004, which leads to survey approvals. Typically surveys are approved in the year following the year that the cadastral field miles are completed, and are much less costly because approvals of surveys do not require field visits. The BLM will patent 3,000,000 more acres to the State and Alaska Native Corporations in 2006. This increase is due to a higher number of approved surveys in 2005 that are expected to be available for patenting lands in 2006. Cadastral Field Surveys are the highest cost portion of the conveyance process and therefore the BLM will complete 3,000 fewer miles of cadastral field surveys in 2006. Of the total proposed reduction, \$136,000 reflects significant cost savings and efficiencies within the narrowband radio program, because the BLM will have completed the required transition from wideband to narrowband technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

**Performance Summary Note** – Alaska Conveyance and Lands is responsible for reporting data to the BLM's Lands, Realty, and Cadastral Survey Division for the following measures:

- BLM's Performance Measure (P.M.) 4.1.20 for Alaska land conveyances indicates the percent of the total acreage required under the Alaska Statehood Act and the Alaska Native Claims Settlement Act, as amended by the Alaska National Interest Lands Conservation Act, to be transferred (by patent) from BLM to the State of Alaska and the Alaska Native Corporations. Note: for 2004, the BLM previously reported 86 percent of Alaska lands conveyed, however this figure included lands that were conveyed in an interim status, but not patented.
- Boundary/Survey: Percent of high priority Federal and Indian lands with completed modern brass cap cadastral survey as identified for survey during the fiscal year in the Cadastral Survey Three-Year Plan.

- Boundary/Survey: Percent of Surveys Completed within 18 months of being funded.
- Percent of townships for which the Department has data responsibility, where land status boundaries and geographic coordinates are in digital format, are GIS validated and have been submitted for posting on the internet.

These measures are listed under Cadastral Surveys (BLM Subactivity 1420), but could not be shown in the performance table summary because these are not Alaska-specific measures. The values submitted for each of these measures will be computed by the BLM's Lands, Realty, and Cadastral Survey Division after compiling data submitted by all BLM state offices. Measures A and B were developed through the Administration's Program Assessment Rating Tool (PART) assessment for the 2006 budget year.

## ALASKA CONVEYANCE AND LANDS PERFORMANCE SUMMARY

<b>DOI Strategic Goal: Serve Communities</b>							
<b>End Outcome Goal: Protect lives, resources and property.</b>							
<b>Intermediate Outcome Goal 4: Promote respect for private property.</b>							
<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Land Conveyances: Increase the acreage of approved land disposals and conveyances completed (Alaska conveyances pursuant to ANCSA and ANILCA) (SP: Non-Key)	778,200	1,220,335	1,000,000	1,000,000	4,000,000	3,000,000	2,000,000
Percent & acres of total land (150,027,451 acres) required under law to be transferred by patent to State of Alaska and Alaska Native Corporations.	41%	42% 62,943,456	43% 63,943,456	43% 63,943,456	45% 67,943,456	3,000,000	49% 73,943,456
<b>Primary Outputs:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Approve Cadastral Survey (miles).	3,540	5,492	5,000	6,000	3,000	-3,000	2,000
Complete Cadastral Field Survey (miles).	4,480	6,063	4,000	4,000	1,000	-3,000	1,000
Collect Digital Cadastral Data	487	889	800	800	800	0	800
Update Digital Cadastral Data	0	0	0	0	0	0	300
Manage Public Land Records	6,066	8,007	5,000	5,000	5,500	500	4,000
Process Alaska Native Allotment Conveyances (number).	526	679	800	600	800	200	0
Process Land Purchase/Donation	N/A	N/A	N/A	6	4	-2	4
Patent Alaska State Conveyances (acres).	275,500	320,036	500,000	500,000	2,000,000	1,500,000	500,000
Patent Alaska Native Corporation Conveyances (acres).	490,200	900,299	500,000	500,000	2,000,000	1,500,000	500,000
Conduct Realty and Geophysical Compliance Inspections (number).	65	95	125	125	125	0	100
Process Right-of-Way Grants (number).	20	20	15	15	15	0	20
Process Realty Permits/Licenses/Easements (number).	32	25	30	30	30	0	25

## Activity: Realty and Ownership Management

### Subactivity: Cadastral Survey

#### SUBACTIVITY SUMMARY (\$000)

	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) / Dec(-) from 2005 Amount
\$(000)	16,691	15,590	+369	-2,093	13,866	-1,724
FTE	123	120	0	0	120	0

#### PROGRAM OVERVIEW

The 2006 budget request for the Cadastral Survey program is \$13,866,000 and 120 FTE.

Cadastral surveys are the foundation for all land title records in the United States and provide Federal and tribal land managers with important information necessary for the management of their lands. Congress authorized the BLM as the government agency responsible for performing cadastral surveys on all Federal and Indian lands. Surveyed and well-marked boundaries allow for better management of natural resources because the location of these resources is clearly defined. However, most of the public land boundaries remain unmarked, and boundary monuments on surveyed lands have been damaged over time by human activity or by natural forces. Boundaries that are correctly surveyed, with well-marked and well-maintained boundary markers, support effective decision making and minimize the risk of litigation by precluding the inadvertent use of the wrong lands.

The Cadastral Survey program provides direct support to the BLM's minerals, realty, law enforcement, forestry, recreation, and fire programs. Cadastral surveyors assist these and other programs by interpreting and analyzing survey plats, locating boundary markers in the field, and performing new cadastral surveys when necessary. This work is central to BLM's efforts to lease public lands for energy development, grant rights-of-way for energy and electric transmission lines, resolve cases of trespass upon public lands, define the boundaries of timber sales, lease lands to local communities under the *Recreation and Public Purpose Act*, identify the boundaries of lands to be exchanged or sold, and identify the boundaries of Wilderness Areas and other special areas.

The Cadastral Survey program also conducts the Geographic Coordinate Data Base (GCBD) program, which is a system to represent land ownership boundaries in a coordinated, standardized digital fashion. The GCDB system represents the best practices for storing and displaying land records, and is used by the BLM, other Federal agencies, States, and local governments, for many purposes. GCDB facilitates energy planning, wildland fire and

emergency response, and access to land title records. The Western Governors' Association is highly supportive of the GCDB program.

In 2006, the Cadastral Survey program will emphasize survey activities that support the goals of the BLM's National Energy Plan – by providing assistance to the energy and minerals programs and the rights-of-way program, by conducting surveys needed for the *Energy Policy Conservation Act* (EPCA) studies, and by continuing to advance the Geographic Coordinate Data System nationwide. The Cadastral Survey program will also support the President's Healthy Forests Initiative by providing survey and GCDB services for more effective fuel reduction activities.

Examples of activities the program will accomplish in 2006 include:

- The BLM expects to approve 5,000 miles of cadastral survey. This is 800 fewer miles of approved cadastral survey than in 2005; due to the trend in conducting cadastral surveys in areas with denser land ownership patterns, surveys are becoming more complex and time consuming to approve.



*The work of BLM cadastral surveyors is a key component of Federal agencies' fuels reduction activities.*

- The BLM will complete 5,000 miles of on-the-ground surveys in 2006 which is 800 fewer miles than in 2005. Although efficiencies obtained through the use of modern Global Positioning System (GPS) technology has resulted in above expected accomplishments in 2003 and 2004, these gains are projected to be reversed in 2005 and 2006; the trend in conducting cadastral surveys in areas with denser land patterns is expected to result in fewer miles.
- The BLM will collect 800 townships of GCDB data, and update GCDB data on 2,000 townships, the same as projected for 2005.
- The BLM will continue to conduct surveys and collect data for the GCDB system in each State, to meet the Serving Communities mission goal, and to support high priority initiatives such as the EPCA studies.
- The BLM will provide cadastral survey services to support the BLM's National Energy Policy.
- The BLM will participate on the Federal Geographic Data Committee as the lead agency for cadastral information, and continue to implement the Geospatial Information One-Stop, one of the President's E-Government initiatives, to meet the Serving Communities mission goal.
- The BLM will conduct cadastral surveys and focus on GCDB data collection and maintenance in Wyoming and Montana to aid the BLM in leasing public lands for coalbed natural gas production, which is a crucial component of the Resource Use mission goal.



- The BLM will continue to perform cadastral surveys in all States to support the Lands and Realty Management program initiatives to grant rights-of-way for energy pipelines and electric transmission lines, which will meet the Resource Use mission goal.

#### **Use of Cost and Performance Information in the Cadastral Survey Program**

Performance and cost management data are used by the Cadastral Survey Program to assess priorities and monitor spending.

In 2004, the BLM examined the entire Cadastral Survey Program to evaluate performance and the distribution of funding. Although funding was not redistributed between State Offices, the evaluation provided valuable information about the costs of surveys and the work load faced by each State Office. Additionally the BLM has begun a workforce management program to address the projected loss of skills from the program.

In 2004, the BLM continued to refine an inventory of the survey needs on Indian Trust lands. This inventory includes a mechanism to prioritize lands for survey by evaluating each land parcel using specific criterion. This criterion, developed in collaboration with the Bureau of Indian Affairs (BIA) and Office of Science and Technology, includes trespass abatement, timber harvest, mineral leasing, and other priorities related to Indian Trust assets and the disbursement of funds into Individual Indian Monetary accounts.

The 2004, the BLM drafted two new Program Assessment Rating Tool (PART) performance measures that will measure the effectiveness with which the Program meets customer needs: 1) Percent of high priority Federal and Indian lands with completed modern brass cap cadastral survey as identified for survey during the fiscal year in the Cadastral Survey Three-Year Plan; 2) Percent of Surveys Completed within eighteen (18) months of being funded.

The Cadastral Survey program supports the Serving Communities mission goal of the Department's Strategic Plan and fulfills the Secretary of the Interior's responsibility to maintain the Public Land Survey System by creating, identifying, surveying and maintaining the legal boundaries of Federal interest lands, and making this information available to State, tribal, and local governments, local communities, and the public. State and local communities use this information for land use planning and development of emergency response plans, and many other uses. An important intermediate outcome measure for the Serving Communities strategic plan mission goal is increase the percentage of townships for which BLM has collected information on real property ownership data that is current, standardized and integrated. The Cadastral Survey program strives to do this through performing cadastral surveys, inputting data in the GCBD, updating and inputting survey data into the Public Land Survey System, and continuing to implement the National Integrated Lands System in partnership with the U.S. Forest Service (FS). (See the Cadastral Survey performance summary at the end of this subactivity discussion.)

**Administration's PART Analysis and the Resulting PART Performance Measures:** The administration's evaluation of Federal programs through its Program Assessment Rating Tool (PART) was conducted for the Lands and Realty Management Program in FY 2005. The

Cadastral Surveys Program, a subset of the above mentioned program, was included in the evaluation. Resulting from this evaluation were two PART performance measures: 1) Percent of high priority Federal and Indian lands with completed modern brass cap cadastral survey as identified for survey during the fiscal year in the Cadastral Survey Three-Year Plan; and 2) Percent of Surveys Completed within eighteen (18) months of being funded. In fiscal year 2005, the States, in collaboration with the Washington Office, will create the necessary baselines for these measures and begin reporting performance data to the Washington Office in fiscal year 2006. These measures, and others, will provide the necessary data to describe how the Program meets the needs of its customers.

### **2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In 2004, BLM exceeded all of its planned primary output targets. BLM's Cadastral Survey program uses state-of-art surveying methods, partnership arrangements, and reimbursable agreements with other Federal agencies to help maximize performance and efficiency.

In 2004, the major accomplishments in the Cadastral Survey program, excluding the Alaska State Office, included the following:

- In 2004, the Cadastral Survey program completed 6,858 miles of on-the-ground surveys and established 8,690 survey monuments in 2004. These accomplishments support the complex mission of the BLM, and other Federal agencies. The purposes for these surveys include energy development, protection of property rights on Indian Trust lands, and supporting other resource and recreation uses.
- In 2004, the BLM also approved 769 survey plats encompassing 891,149 acres. These documents serve as legal notice of the legal boundaries established for managing the Federal lands.
- The BLM incorporated 1,400 townships into the GCDB, and updated GCDB data on another 3,460 townships. Although the BLM collected data on fewer townships than planned in 2004, the BLM updated the GCDB data on more townships than planned. In 2004, the BLM collected fewer townships due to increasing focus on testing the new software for the National Integrated Lands System.
- The Arizona State Office fulfilled the Secretary's Trust responsibilities in Indian country by performing Cadastral Surveys on numerous Indian reservations. The Arizona State Office performed Cadastral Surveys for the BLM, the National Park Service (NPS), and the FS to



*A BLM technician conducts a survey prior to a timber sale on an Indian allotment on the Coeur d'Alene reservation in Idaho.*

promote prudent resource management and for the resolution of boundary discrepancies on the Fort Huachuca Military Reservation.

- In California, BLM continued work on Trust lands in several areas within the state including the Yurok Reservation. Nine Yurok Tribal members are currently employed on the Yurok project. Additionally, California provided Cadastral services for several agencies including NPS, Bureau of Reclamation (BOR), and the FS to provide the accurate boundary locations necessary to minimize risk of litigation related to encroachment.
- In Colorado, Cadastral Surveys were executed on Southern Ute and Ute Mountain Ute Indian Reservations for the protection of cultural resources and the development of energy resources on Trust lands. The program also performed Cadastral surveys for the USFS Hayman Wildfire Rehabilitation Project and surveys involving the urban interface fuels reduction for the FS which supports the President's Healthy Forest Initiative.
- In Idaho, a Congressionally mandated cadastral survey covering multiple townships identified lands previously omitted in the original 1880 survey. These surveys were instrumental in supporting quiet title actions through disclaimers of interest issued by the Secretary. Idaho also provided boundary location services on Federal lands in support of many purposes including trespass abatement and encroachment by adjoining land owners, and in support of hazardous fuels reduction treatment projects. Additionally, Idaho performed Cadastral Surveys on Indian Reservations in meeting the Government's Trust responsibilities.
- In Montana the utilization of up-to-date GCDB data, and the subsequent GIS maps constructed from the data, remains a key component in supporting the National Energy Policy. Energy development on Federal lands relies on accurate GCDB data to support exploration, especially activities related to the extraction of coalbed natural gas. Montana also uses GCDB in support of mineral leasing activities on Indian lands. Additionally, several Cadastral Surveys of Trust lands were performed providing boundary locations for the management of Indian Trust assets.
- The New Mexico State Office updated and maintained GCDB data in the San Juan and Permian energy basins in support of EPCA and the National Energy Policy. GCDB data was collected on over eighty Trust townships in Oklahoma for the management and protection of Indian Trust assets. In addition the program performed Cadastral Surveys on Tribal and Trust lands in three U.S. states; all in support of the Government's Trust responsibilities.
- The National Training Center fulfilled the Secretary's Indian Trust responsibilities by training Tribal, BIA, and BLM employees in the Land Tenure in Indian Country course training BLM, FS, and U.S. Fish and Wildlife Service (FWS) land surveyors in advanced topics of surveying Federal land boundaries, including water boundaries. The BLM's National Training Center produced four new Internet-based, distance learning courses teaching fundamental land surveying knowledge.

- The Nevada State Office fulfilled the Government's Trust responsibilities in Indian country by performing Cadastral Surveys on four Indian Reservations in support of boundary resolutions and land management. The Nevada State Office provided Cadastral Survey Services to the BLM in support of the Southern Nevada Public Land Management Act, and the management of the Red Rocks National Conservation Area.
- The Oregon State Office provided Cadastral Survey work for the BLM and other Federal agencies to support the President's Healthy Forests initiative, fire restoration, recreation, and boundary dispute resolution. The Oregon State Office promoted the Secretary's 4C's by partnering with County Surveyor and Assessor offices by facilitating the enhancement of the GCDB, which is being used in Oregon by local communities for tax lot parcel maps, planning, and emergency response.
- The Utah State Office fulfilled the Government's Trust responsibilities in Indian country by performing Cadastral Surveys on numerous Indian reservations. These Cadastral Surveys also facilitated economic and energy development in the Uintah Basin. The Utah State Office collected and maintained the Geographic Coordinate Data Base in support of the National Energy Policy.
- The Washington Office completed integration of the Geographic Coordinate Data Base in 920 townships in the San Juan Oil and Gas Basin in Colorado and New Mexico for the Homeland Security San Juan Basin Demonstration Project. This project helps BLM and local communities address everyday business needs such as tax assessment, emergency response, and community and economic development. Numerous Federal, State, and local agencies are eager to continue with the project in 2005.
- The Wyoming State Office executed Cadastral Surveys in support of the Government's responsibilities in Indian country, the orderly development of minerals in the Powder River Basin, and in support of the President's Healthy Forests initiative. The Wyoming State Office continued its support of the National Energy Policy through data analysis and data integration on 1,576 townships.
- In Wyoming, Utah, New Mexico, and Montana the BLM continued to use modern cadastral services for mineral leasing associated with coalbed natural gas development. Energy development requires accurate Cadastral Surveys; many of the original surveys in these areas date back to the 1800's with much of the boundary evidence no longer discernable. Work was continued in a second area (EPCA Phase 2 Energy Basin) of energy development covering parts of Wyoming Utah, and Idaho, Montana and North Dakota. GCDB data collection and Cadastral Surveys in these areas support the President's plan to reduce the nation's dependence on foreign sources for energy.
- The BLM, in collaboration with the Federal Geospatial Data Committee, updated the standards to which GCDB data is collected to meet the business needs of emergency response communities. Government entities using GCDB data, and the resulting Geographical Information System maps supported by the data, include Federal Emergency Management Agency, U.S. Geological Survey, and the Department of Homeland Security.

These standards were harmonized at the request of the Western Governor's Association to better meet the needs of the above customers.

For cadastral survey and GCDB accomplishments in Alaska, see Alaska Conveyance and Lands.

## **2005 PROGRAM PERFORMANCE ESTIMATES**

In 2005, the BLM will continue to perform cadastral surveys and input survey data into the GCDB in areas where BLM has high priority management needs, such as areas with energy and mineral development, areas with high urban growth rates near public lands, areas where information is needed for fire suppression, burned area rehabilitation and fuels reduction, and areas where the BLM is beginning land use planning efforts.

For the following targets, the BLM has revised the targets submitted as part of the 2005 Budget Justifications:

- The BLM expects to approve 5,800 miles of cadastral surveys, rather than the 4,800 shown in the Justifications. One reason for approving more miles in 2005 is that the BLM completed more miles of cadastral field survey than expected in 2004. Typically, survey approval occurs in the year following the field survey work, and the large number of existing surveys awaiting approval is expected to result in more approvals in 2005.
- The BLM expects to conduct 5,800 miles of field surveys, 1,300 more miles than the 4,500 miles shown in the 2005 Justifications; the planned performance did not take into account increased efficiencies obtained through GPS technology.
- GCDB data will be collected for 800 townships, rather than the 1,000 shown in the Justifications. GCDB data will be updated on an additional 2,000 townships in 2005, rather than the 2,500 planned in the Justifications. The reason for the decline in collection and updating of GCDB data is that in 2005, much of the GCDB workforce will focus on testing the software for the National Integrated Lands System (NILS). Additionally, as the BLM transitions to full implementation of NILS in 2005, the workforce will be less efficient at maneuvering the new system during the transition period.



*BLM cadastral surveyors provide services on Federal and Indian lands managed by the BIA, NPS, FS, BOR, and other Federal agencies.*

Other major accomplishments in 2005 include:

- The BLM will continue to provide survey services in support of the National Energy Plan.
- The BLM will continue to meet the Government's Trust responsibilities by providing cadastral survey services for Indian Trust lands.

- The BLM will continue to provide cadastral survey services on Federal and Indian lands managed by the BIA, NPS, FS, BOR, and other Federal agencies.
- The BLM will continue to support the GCDB program, and the Geospatial Information One-Stop initiative.
- The BLM will create baselines for two new Administration PART performance measures: 1) Percent of high priority Federal and Indian lands with completed modern brass cap cadastral survey as identified for survey during the fiscal year in the Cadastral Survey Three-Year Plan; 2) Percent of Surveys Completed within eighteen (18) months of being funded. Defining the baseline will entail refining the inventory of cadastral survey services needs on all Federal lands. For example, inventory information could allow the BLM to combine surveys in nearby areas, thus lowering the cost of the surveys.
- The BLM in Utah will continue its efforts to build a statewide land ownership parcel data base built from GCDB and incorporate it into GIS mapping to address Revised Statute 2477 road assertions.
- The BLM, in partnership with the BIA, will continue to refine an inventory of cadastral survey services needs for Indian Trust lands.
  - The BLM in collaboration with States, counties, and the fire fighting associations, will conduct a workshop to identify the types of GCDB data that is needed to support wildland fire panning, and emergency response and recovery efforts.
  - The BLM in collaboration with the BIA and OST will sponsor a pilot project within Indian Trust Lands that will develop an integrated GCDB and GIS data base.

### JUSTIFICATION OF 2006 PROGRAM CHANGES

#### 2006 Program Changes

	2006 Budget Request	Program Changes (+/-)
\$(000)	13,866	-2,093
FTE	120	0

The 2006 budget request for the Cadastral Survey program is \$13,866,000 and 120 FTE, a program change of -\$2,093,000 from the 2005 level.

**GIS Mapping in Utah, (-\$296,000)** — Congress provided an additional 296,000 in 2005 for GIS mapping and related projects in the State of Utah. This funding was made available to the State of Utah's Automated Geographic Reference Center for a GIS mapping project and related activities. This reduction of \$296,000 will return the program to the funding level originally planned.

**Alaska Public Lands Database, (-\$740,000)** — An additional \$740,000 was provided in 2005 for the creation and implementation of a Public Lands Database in the State of Alaska. These

funds have helped the BLM in Alaska to implement a database to assist the public in accessing public lands information. This reduction of \$740,000 will return the program to the funding level originally planned.

**Recordable Disclaimers in Alaska, (-\$986,000)** — An additional \$986,000 was provided in 2005 for processing applications for disclaimers of interest for lands located under navigable bodies of water (submerged lands). These funds assisted the BLM in handling the increased workload associated with processing disclaimers of interest applications. This reduction of \$986,000 will return the program to the funding level originally planned.

**Narrowband Radio Savings and Other Program Efficiencies (-\$52,000)** — In 2006, the BLM will realize significant cost savings and efficiencies within the narrowband radio program, because it will have completed the required transition from wide band to narrow band technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

**Performance Summary Notes** — The primary outputs detailed in the performance summary table do not include those produced by the BLM in Alaska. (Refer to the Alaska Conveyance and Lands and Realty Management sections for primary outputs in Alaska.) The primary outputs were produced using funds from a wide range of BLM programs as well as funds from other Federal agencies for which the Cadastral Survey program performs work on a reimbursable basis. The following is a breakout of primary outputs produced for a wide range of customers.

- **Miles of Approved Cadastral Survey:** 2004 Actual Accomplishments include 13,191 miles of Approved Cadastral Survey in Subactivity 1420 (Cadastral Survey); 4,286 miles in Subactivity 1910 (Cadastral Reimbursable); 312 miles in Subactivity 9820 (USFS Cadastral Survey); and 550 miles in a variety of other benefiting BLM Subactivities. Most of the Approved Cadastral Survey miles in Subactivity 1910 (3,588 miles) were for Indian Trust lands. There are more Approved Cadastral Survey miles than Completed Cadastral Field miles each Fiscal Year; Approved Cadastral Survey miles also include miles of Amended Protraction Diagrams. The total Approved Field Survey Miles in 2004 was 6,648, and the total Amended Protraction Diagram miles was 11,822 for a total of 18,470 Approved Cadastral Survey Miles ( $11,822 + 6,648 = 18,470$ ). In 2005, Amended Protraction Diagrams will not be counted as an Approved Cadastral Survey Mile. As a result, the number of Approved Cadastral Survey miles in 2005 will decrease by over 60 percent from the previous year.
- **Miles of Completed Cadastral Field Survey:** 2004 Actual Accomplishments include 1,280 miles of Completed Cadastral Field Miles in Subactivity 1420 (Cadastral Survey); 4,455 miles in Subactivity 1910 (Cadastral Reimbursable); 394 miles in Subactivity 9820 (USFS Cadastral Survey); and 587 miles for a variety of other benefiting BLM Programs. Most of the Field Miles surveyed in Subactivity 1910 (3862 miles) were for Indian Trust lands; the balance (424 miles) was produced for the NPS, BOR, and FWS.

- The BLM Lands, Realty, and Cadastral Survey Division will submit data for the two Administration Program Assessment Rating Tool (PART) measures after compiling data submitted by all BLM state offices starting in 2006. These measures are required under the Administration's PART assessment that took place in 2005. (See the Alaska Conveyance and Lands section performance summary for BLM Alaska's reporting responsibilities for these measures.)



## CADASTRAL SURVEY PERFORMANCE SUMMARY

<b>DOI Strategic Goal: Serve Communities</b>							
<b>End Outcome Goal: Protect lives, resources and property.</b>							
<b>Intermediate Outcome Goal 4: Promote respect for private property.</b>							
<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Boundary/Survey: Percent of high priority Federal and Indian lands with completed modern brass cap cadastral survey as identified for survey during the fiscal year in the Cadastral Survey Three-Year Plan.	Not Measured	Not Measured	New PART Measure	Establish Baseline	TBD	0	TBD
Boundary/Survey: Percent of Surveys Completed within eighteen (18) months of being funded. Bureau	Not Measured	Not Measured	New PART Measure	Establish Baseline	TBD	0	TBD
Title, Boundary and Survey Information: Percent of townships for which DOI has data responsibility, where land status boundaries and geographic coordinates are in digital format, are GIS validated and have been submitted for posting on the internet. Bureau	Not Measured	Not Measured	Establish Baseline	Establish Baseline	Baseline Established	Establish Initial Target	Initial Target +10%
<b>Primary Outputs:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justification	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Approve Cadastral Survey. (miles)	8,460	18,470	4,800	5,800	5,000	-800	4,000
Complete Cadastral Field Survey. (miles)	6,390	6,858	4,500	5,800	5,000	-800	4,000
Collect Digital Cadastral Data. (number of townships)	1,069	1,400	1,000	800	800	0	500
Update Digital Cadastral Data. (number of townships)	4,620	3,460	2,500	2,000	2,000	0	4,000

## Activity: Realty and Ownership Management

### Subactivity: Land and Realty Management

#### SUBACTIVITY SUMMARY (\$000)

	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) Dec(-) from 2005 Amount
\$(000)	34,635	35,059	+1,102	-2,480	33,681	-1,378
FTE	337	337	0	0	337	0

#### Program Overview

The 2006 budget for the Land and Realty Management program is \$33,681,000 and 337 FTE.

The Land and Realty Management program supports the Resource Use mission goal of the Department's Strategic Plan by managing the use of the public lands. The end outcome goal of the Resource Use mission goal is to manage and influence the use of the public land resources to enhance public benefits, promote responsible use, and ensure optimal values for energy. The Land and Realty Management program effectively manages the use of the public lands to meet this end outcome goal. The BLM plays a vital role in managing and facilitating access to energy resources not only through its leasing function, but also through the issuance of rights-of-way that authorize private energy producers and transporters to build the necessary infrastructure on public lands to produce or transport energy. A key intermediate outcome measure is to reduce the number of pending cases of energy related rights-of-way applications that are in backlog status.

The Land and Realty Management program also supports the Serving Communities mission goal of the Department's Strategic Plan, through the authorization of numerous uses of the public lands that benefit communities, local governments, and individuals. The end outcome goal of the Serving Communities mission goal is to protect lives, resources, and property. Key intermediate outcome measures for the Serving Communities mission goal include increasing the acreage of approved land disposals; increasing the acreage of land exchanges and acquisitions to improve land tenure distribution; and increasing the acreage of revocation of unneeded withdrawals of the public lands to improve resource management. (See the Land and Realty Management performance summary at the end of this subactivity discussion.)

The Land and Realty Management program has many diverse responsibilities relating to the use of the public lands. Through this program, the BLM authorizes the use of public lands for oil and gas pipeline rights-of-ways, electric transmission line rights-of-ways, communication sites, and wind and solar energy production sites. Authorization of these uses contributes to the

Resource Use mission goal and the corresponding end outcome goal to ensure optimal value in the use of the public lands for energy production. In addition, the Land and Realty program authorizes use of the public lands for other uses such as communication sites and commercial filming. Through this program, the BLM also works to improve the distribution and management of the public lands through land acquisitions, sales, disposals, and exchanges, consistent with the Strategic Plan mission goal Serving Communities, and the associated intermediate outcome goals. Other uses of the public lands, such as withdrawals and revocation of withdrawals, are also managed through this program. The Land and Realty program works closely with the Department of Defense to withdraw the public lands for military purposes, resolve issues concerning overflights of the public lands, and provide effective management of adjacent military and public lands. The BLM has also taken on an expanded role and additional responsibilities in the area of Federal Power Act requirements and policies pertaining to licensing and relicensing of hydropower projects on the public lands.



A BLM land exchange, currently in progress, will allow expansion of the Great Sand Dunes National Park and Baca National Wildlife Refuge in Colorado. The exchange will involve 17,000-30,000 acres of Federal land and 50,000 acres non-Federal land.

## 2006 Program Priorities

Major priorities that will be addressed in 2006 by the Land and Realty Management subactivity include the following:

***Rights-of-Way*** – Under provisions of the *Federal Land Policy and Management Act* and the 1920 *Mineral Leasing Act*, the BLM issues right-of-way grants to authorize the construction, operation, and maintenance of a wide range of projects on the public lands, consistent with the Resource Use mission goal of the Department's Draft Strategic Plan. When issuing these rights-of-way, the BLM develops terms and conditions to support the Resource Use end outcome goal to enhance public benefits and promote responsible uses of the public lands, and strives to ensure that the public lands are used in a way to ensure optimal value for energy production. Many of these right-of-way grants are related to energy development, such as rights-of-way for petroleum pipelines; electric power lines; energy development and distribution facilities; roads; water facilities; and communication sites needed for energy development. Non-energy related grants for use of the public lands include rights-of-way for access to private lands, and rights-of-way for utility, water and telephone lines to serve local communities.

The studies, surveys and environmental analyses required to process rights-of-way applications are funded through a combination of funds appropriated through this subactivity and reimbursement of costs paid by applicants for processing rights-of-way applications (see Service Charges, Deposits, and Forfeitures appropriation). Over the past two years, the BLM has authorized over 9,000 amendments, revisions, and new rights-of-way applications.

The demand for all types of rights-of-way applications is expected to increase over the next few years due to economic changes in the utility industry, increased energy development, and changes in technology. In 2006, the BLM will continue to place a priority on the processing of right-of-way applications necessary for energy development on the public lands, consistent with the Department's Strategic Plan Resource Use mission goal and the end outcome goal to manage the public lands to promote responsible use and ensure optimal value for energy production.



*BLM, in cooperation with the State of Alaska, prepared the environmental impact statement for renewal of the Federal Agreement and Grant of Right-of-Way for the Trans-Alaska Pipeline System.*

BLM received a funding increase in 2005 to assist in processing the energy-related rights-of-way applications. However, due to the increased demand for rights-of-way from energy producers and transporters, the BLM anticipates an increase in the backlog for energy related rights-of-way from 1,007 to 1,127 cases, even with the increase in funding for rights-of-way processing and studies. The increase of \$800,000 for 2005 for non-renewable and renewable energy rights-of-way will however, allow the BLM to process additional rights-of-way and perform several studies that will assist the BLM to issue rights-of-way in the future in an expedited fashion. (For more details on this proposed increase, see the discussion in the Justification of 2005 Program Changes section of this subactivity discussion.)

The proposed cost recovery regulations which are scheduled for publication by March 2005 will allow the BLM to recover additional costs for applicable rights-of-way over what is currently allowed under the existing regulations. Some additional rights-of-way will be processed, but performance will be accounted for in the cost recovery program (Service Charges, Deposits, and Forfeitures) rather than in the Lands and Realty Management program. The performance goal for 2006 is 4,000 right-of-way authorizations, which is 900 additional rights-of-way processed than in 2004. Some of these additional rights-of-way will be funded under the Services Charges, Deposits, and Forfeitures Appropriation rather than in the Lands and Realty Management appropriation.

Under these cost recovery regulations, which will be in place for much of 2005, BLM estimates it will collect more than \$11 million in cost-reimbursement fees from applicants for rights-of-way grants, amendments and revisions. The BLM anticipates collecting an additional \$400,000 from these applicants in 2006 under the first full year of the revised regulations to allow recovery of additional costs, which will be implemented March 2005.

**Use of Cost and Performance Information in the Lands and Realty Management Program for Rights-of-Way Processing**

Processing of right of way applications for various purposes such as electric transmission lines, oil and gas pipelines, communication facilities, roads and many other uses is a significant responsibility of the Bureau of Land Management. Currently there are over 85,000 ROWs authorized on BLM lands. The use of ROWs is a significant means to transport energy products, including both electricity and oil and gas from production areas to use sites.

Cost management data has been used to determine where ROW authorization costs are higher or lower than the norm, and to determine the reasons for these fluctuations. ROW processing costs include the costs to authorize the application, including conducting field examinations, determining if other parties have interests in the lands at issue, and assessing the impacts to the environment of the proposed activity on the ROW.

This information is used by managers to determine where ROW processing expenses can be reduced and also identify the means to process ROW applications more effectively, thus reducing some of the ROW case backlog. For example, the BLM has developed several ROW project manager positions, using experienced realty specialists. These project managers direct and manage the application processing work when the ROW crosses several field office boundaries or when field office personnel do not have the experience to process these types of applications. Use of these project managers has provided a means to rapidly process major ROWs using the project manager's expertise, rather than having to wait to train new staff to process such actions in areas where ROW activity has been limited.

Cost management data has shown that States with greater number of ROW applications filed generally have developed streamlined procedures, allowing the BLM to focus limited funding increases in areas that will process the greatest number of ROWs from the backlog.

Cost information from BLM's Management Information System is also used when determining the amount of cost recovery funds to collect from applicants. Applicants for ROWs that require a significant amount of processing work for the BLM are required to pay 100 percent of the BLM's costs; careful coding of expenses and monitoring of these costs in the Management Information System allows the BLM to recover full costs in these cases and provides a means for both BLM and applicants to review these costs to ensure that errors are not occurring.

**Renewable Energy** - The development of renewable energy resources is a goal of the President's National Energy Policy and an important aspect of the Department's Strategic Plan mission goal of Resource Use, through the end outcome goal to manage public lands to promote responsible use and ensure optimal value for energy production. The BLM anticipates increasing interest in the use of public lands for renewable energy development, due to recently enacted laws in some States requiring energy companies to provide a portion of their products from renewable energy sources. In 2006, BLM will continue to conduct studies necessary to evaluate and process the increasing number of applications for rights-of-way for the siting of wind and solar energy projects and applications for rights-of-way for electric transmission lines from these projects, including completion of an EIS relating to the authorization of wind energy projects. Principal areas tentatively identified for development are in Nevada, Idaho, Oregon,

Arizona, and Utah. The BLM will also participate with the Department of Energy's Renewable Energy Laboratory on wind and solar energy studies.

**Hydropower Relicensing** - The Federal Power Act of 1920 authorizes the Federal Energy Regulatory Commission to permit the use of Federal lands by private entities to develop hydropower facilities. These existing facilities, many of which were licensed in the 1940s and 1950s, are located on public lands withdrawn by FERC. A large number of these facilities are nearing the end of their license terms, and the BLM, through participation in FERC's re-licensing process, is providing input into the license review and approval process, and identifying applicable terms and conditions necessary to protect or enhance specific resource values. Hydropower license and re-license projects are located primarily in California, Washington, Oregon and Idaho. The use of the public lands for hydropower facilities supports the Department's Strategic Plan Resource Use mission goal and the end outcome goal to manage the public lands and resources to promote responsible use and ensure optimal value for energy production.

**Use Authorizations** - Through the Land and Realty Management program, the BLM authorizes the use of public lands for activities such as commercial filming. States, local governments and qualified non-profit organizations who operate recreational facilities can apply for the lease or patent of public lands for recreation and other community purposes under the authority of the Recreation and Public Purpose Act. The Desert Land Act of 1877 allows parties to obtain title to certain arid public lands if they can reclaim the lands and establish irrigation systems to support agriculture. The BLM spent \$180,000 in 2004 processing these applications.



*Public lands provide information-age lifelines throughout the West, such as this fiber optic artery near Burley, Idaho.*

**Land Sales, Exchanges, Disposals and Withdrawals** - The BLM adjusts boundaries of public lands to more efficiently manage the public lands, through sales, land exchanges, acquisitions, disposals, withdrawals and revocation of withdrawals. For example, in some cases the BLM disposes of lands that are in small parcels and isolated from other public lands. These parcels are difficult to manage due to the distance from other public lands. The BLM may sell or exchange these lands for privately-owned lands near other Federal lands or within the boundaries of a BLM-managed area. Adjusting the boundaries of public lands in this manner is consistent with the Serving Communities mission goal of the Department's Strategic Plan and associated intermediate outcome measures to increase the acreage of approved land disposals and increase the number and acreage of land exchanges and acquisitions to improve land tenure distribution.

The *Federal Land Transaction Facilitation Act of 2000* authorizes the BLM to use certain proceeds from land sales to acquire privately owned in-holdings and other lands with exceptional resource values within certain areas managed by the BLM, U.S. Forest Service,

U.S. Fish and Wildlife Service, and National Park Service. To qualify, lands sold must have been identified as suitable for disposal through a land use plan in effect on July 25, 2000, the date of enactment of FLTFA. Proceeds are used by the Secretary of the Interior. The BLM had sold lands and received exchange equalization payments totaling \$4.7 million as of the end of 2003; the BLM began using these funds in 2004. The BLM plans several sales that are expected to generate \$10.6 million in 2005 and \$10.6 million in 2006. Revenues from FLTFA sales were \$15.9 million in 2004.

The BLM's land exchange program has undergone a number of evaluations over the past few years and several deficiencies have been identified. The BLM began a further evaluation of the program in late 2002, which continued in 2003 and 2004. It is anticipated that as a result of this evaluation, additional steps will be required to complete exchanges and that therefore using the exchange process will be reduced. In addition, in 2005, more lands that are suitable for disposal will be sold through the FLTFA authority rather than exchanged. Therefore the BLM anticipates 80 exchanges will be undertaken in 2004, a decrease of 38 from 2002 and 52 from the 2003 accomplishment level.

**Appraisal Reorganization** - One of the changes to the land exchange program involves real estate appraisals. In November, 2003, the Department reorganized the appraisal function, placing real estate appraisers from the BLM and three other Department bureaus into the Appraisal Services Directorate, within the Department's National Business Center, in the Office of the Secretary. The reason for this reorganization is to achieve a significant reform of the appraisal program with the goal of ensuring appraisal independence, objectivity, and performance standards. In 2005, the BLM will reimburse the Office of the Secretary for the salaries and support costs of the 33 appraiser positions that were transferred to the National Business Center. The BLM will continue to provide office space and administrative support for Departmental appraisers collocated in BLM offices, for which the BLM will be reimbursed by the Department via interagency agreements.

In 2006, BLM will transfer \$3.1 million to Departmental Management. The Land and Realty Management programs in the Management of Lands and Resources account will provide the majority of the funds for the salaries and benefits of the appraisers; however, the Land Acquisition, and the O&C Grant Lands account will provide some funds, as some land exchanges and acquisitions are funded from these sources. The table below shows the funding that will be used from each of these three programs to reimburse the National Business Center for salaries and benefits for 33 appraiser positions in 2005 and 2006. An additional \$299,000 will be billed to the Southern Nevada Public Land Management Act account through the Working Capitol Fund to cover the salary and benefits of the appraiser working on the related Southern Nevada land appraisals. The funding reductions to MLR, Land Acquisition, and O&C Grant Lands are reflected in the 2006 budget request for each of these appropriations. The funding from the Land Acquisition activity for appraisal is expected to decrease slightly in 2006 as the BLM will be purchasing fewer tracts and therefore requiring fewer appraisals for that program.

**Funding for the Appraisers Transferred to the National Business Center.**

<b>\$(000)</b>	<b>2004 Actual</b>	<b>2005 Estimate</b>	<b>Uncontroll- able &amp; Related Changes (+/-)</b>	<b>Program Changes (+/-)</b>	<b>2006 Budget Request*</b>	<b>Change From 2005 (+/-)</b>
Activity: Land Acquisition Subactivity: Acquisition Management	3,974	3,457	0	-457	3,000	-457
[Funding for Appraisers from Subactivity]	[704]	[544]	0	0	[641]	0
Activity: Realty and Ownership Management Subactivity: Land and Realty Management	34,635	35,069	+265	+663	33,743	+928
[Funding for Appraisers from Subactivity]	[1,716]	[2,311]	0	0	[2,278]	-
O & C Grant Lands						
[Funding for Appraisers from Subactivity]	[150(?)]	[147]	0	0	[172]	+3
<b>Total Funding for Appraisers Transferred to the National Business Center</b>	[2,600]	[2,888]	0	0	[3,091]	0

\*total funds reduced from base because of being transferred to the Department in 2006

In 2006, the BLM proposes the base transfer of \$3.091 million to the Office of Appraisal Services in DOI. This includes transfers of \$2.278 million from the Management of Lands and Resources account, \$172,000 from the O&C Grant Lands account, and \$641,000 from the Lands and Water Conservation Fund account (Land Acquisitions). This transfer of funding will eliminate the continual administrative requirements for request and payment of funding between the organizations. The Office of Appraisal Services will have a continual funding source that will enable them to budget based on performance and program requirements. The transfer of this funding to this centralized organization will not result in any reduction in the BLM's capability to meet its performance targets within the realty and land acquisition programs.

In addition, appraisal services provided by the Office of Appraisal Services for actions related to the Southern Nevada Public Land Management Act will continue to be billed directly to the BLM in the amount of \$299,000, utilizing the present reimbursement method.

The BLM estimates that the National Business Center appraisers will perform 360 appraisals for the BLM both in 2005 and 2006. This is consistent with prior year appraisal workloads. The BLM estimates that it will obtain 180 appraisals from contractors in 2005, the same as in 2004. The BLM estimates that it will obtain 170 appraisals from contractors in 2006, based on the prediction of a slight decrease in the number of land exchanges in 2005. BLM will continue to fund the costs of contracted appraisals.



Each year the BLM reviews lands that have been withdrawn for specified purposes, revoking the withdrawals when appropriate to allow more uses of the lands. This is consistent with the Serving Communities mission goal of the Department's Strategic plan, and the related intermediate outcome measure to increase the acreage of revocation of unneeded withdrawals of public lands. Many withdrawals prohibit disposal or use of the public lands for minerals extraction; other withdrawals prohibit additional activities on the public lands. The number of acres of withdrawals reviewed and considered for revocation varies from year to year, depending on the other uses proposed for the lands. The BLM will continue to review withdrawals in 2005, and anticipates revoking withdrawals for 200,000 acres in 2004 and 150,000 acres in 2005; however, the acres for which withdrawals are revoked could vary depending on the terms of each individual withdrawal.

**Military Base Closure Issues** - Many military bases were created from public lands; as the military closes these bases, the BLM must process the relinquishment of the withdrawal and resolve issues such as hazardous waste contamination before accepting the relinquishment. After relinquishment, the BLM assumes responsibility to manage the lands. The BLM anticipates an increased workload over the next few years to process the relinquishments and a corresponding increase in lands managed by the BLM, with an estimated \$100,000 of expenses in 2004 and a much larger increase in workload in 2005.

## **2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In 2004, the BLM exceeded many of its goals for primary outputs, but did not meet other output goals. The accomplishments, and the reasons the BLM did not meet all output goals, are described below:

- Authorized 542 leases and permits for various uses of the public lands which was less than the 800 estimated, due to decreased demand in 2004.
- Completed 3,682 new rights-of-way grants, amendments and renewals, which exceeded the projected number of 3,114. Grants, amendments and renewals are usually the most complicated right-of-way actions the BLM processes. The BLM also processed 10,876 right-of-way assignments, relinquishments and other less complicated actions. The total number of right-of-way actions processed in 2003 was 14,558. The increase over the projected output for grants, amendments, and renewals is due to demand from the industry and the BLM's increased emphasis placed on processing energy-related rights-of-way.
- Issued 28 *Recreation and Public Purpose Act* patents and 33 Recreation and Public Purpose Act leases. This is less than the 150 patents and leases anticipated for 2004. The reduced number of leases and patents issued is due to a greater emphasis on processing energy rights-of-way in 2004.
- Processed 284,000 acres of withdrawal actions, which include new withdrawals and modification and revocation of existing withdrawals. This is less than planned for 2004. Revocations of withdrawals often have lead times of one to two years due to the need to

review records and prepare environmental analyses and other documentation; therefore the revocation workload varies from year to year and is difficult to predict.

- Completed 43 exchange transactions including the disposal of 28,823 acres of land and 17,814 acres of land acquisitions. This is more acreage than the 22,000 acres patented and 13,000 acres received in 2003. The amount of acres of land exchanged by the BLM has declined from recent levels. However, the BLM expects a measured increase in land exchange activity in coming years. The BLM had anticipated a decline in land exchange cases in 2004 due to additional requirements imposed on the process as a result of several studies of the land exchange process and the result is not unexpected.
- Sold 138 parcels of land of which 50 sales were subject to the provisions of FLTFA and resulted in the disposal of over 11,400 acres of land and \$37 million in revenue. The remaining sales were held under the authority of the Southern Nevada Public Land Management Act and consisted of the sale of 88 parcels of land covering 2,780 acres and resulting in total purchases exceeding \$417 million (These figures are shown in the Collections section of this document).
- BLM received a \$300,000 increase in funding for use with the renewable energy right of way program. This funding was used to conduct several studies pertaining to the program, and also contributed to the increase in the right of way grants issued in FY 2004.



*The BLM is working to complete a land exchange in New Mexico that involves the acquisition of seven parcels in the Organ Mountains in order to improve public access and natural resource management. The transaction may involve as many as 345 acres of Federal land and 302 acres of non-Federal land.*

## 2005 PROGRAM PERFORMANCE ESTIMATES

In 2005, the BLM will continue to place a priority on processing right-of-way and use authorizations for energy-related projects. The BLM anticipates exceeding the targets set in the 2005 Budget Justifications, reducing its right-of-way backlog from 1,850 to approximately 1,127.

- The BLM anticipates completing 10,000 acres of land exchanges disposals and 10,000 acres of land exchange acquisitions in 2005. Few exchanges will be completed because of the continued emphasis on land sales to take advantage of the streamlined process provided by FLTFA.

- In January, 2003, the BLM released a report on renewable energy development, and began preparation of an Environmental Impact Statement to analyze wind energy development for the western states. This work effort continued in 2004 and it is planned to complete this document in June of 2005.
- BLM received a \$250,000 increase in funding for use with the renewable energy right of way program. This funding will be used to conduct several studies pertaining to the program, in particular studies pertaining to the sighting of potential wind energy projects.
- BLM received a \$550,000 increase in funding for use with the non-renewable energy right of way program. This funding was used to conduct several studies pertaining to the program, and also fund the non-cost recoverable portion of costs that are associated with these energy projects.
- The BLM anticipates finalizing its cost recovery regulations in April, 2005. The new regulations will revise the BLM's cost recovery policies and procedures for issuing right-of-way grants, which should enable BLM to process more right-of-way applications.



*Foote Creek Rim wind energy right-of-way, near Arlington, Wyoming. This right-of-way contains 69 turbines, generating 41.4 megawatts. Part of this wind farm is on a BLM right-of-way and part of it is located on private lands.*

## JUSTIFICATION OF 2006 PROGRAM CHANGES

### 2006 PROGRAM CHANGES

	2006 Budget Request	Program Changes (+/-)
\$(000)	33,681	-2,480
FTE	337	0

The 2006 budget request for Land and Realty Management is \$33,681,000 and 337 FTE, a program change of -\$2,480,000 from the 2005 enacted level.

**Appraisal Services (-2,278,000)** - In 2006, BLM will transfer \$3.1 million to Departmental Management for appraisal services, of which the Land and Realty Management program will provide \$2,278,000 for the salaries and benefits of the appraisers. The BLM expect that the transfer of this funding to this centralized organization will not result in any reduction in the BLM's capability to meet its performance targets within the realty and land acquisition programs.

**Narrowband Radio Savings and Other Program Efficiencies (-202,000)** - In 2006, the BLM will realize significant cost savings and efficiencies within the narrowband radio program, because it will have completed the required transition from wideband to narrowband technology. Also in 2006, the BLM will continue improvements in the areas of travel and transportation management, Information Technology, vehicle fleet management, and other administrative support, producing further cost savings.

## LANDS AND REALTY MANAGEMENT PERFORMANCE SUMMARY

<b>DOI Strategic Goal: Resource Use</b>							
<b>End Outcome Goal: Manage or influence resource use to enhance public benefit, promote responsible use, and ensure optimal value -- energy.</b>							
<b>Intermediate Outcome Goal 1: Effectively manage and provide incentives for access and development.</b>							
<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Rights-of-Way Backlog - Number of pending cases of permits and lease applications that are in backlog status for rights-of-way (SP: UIM.1.01.003)	1,740	1,007	1,850	1,127	1,750	-100	1,500
<b>DOI Strategic Goal: Serve Communities</b>							
<b>End Outcome Goal: Protect lives, resources and property.</b>							
<b>Intermediate Outcome Goal 4: Promote respect for private property.</b>							
<b>Intermediate Outcome Measures:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Land Conveyances: Increase the acreage of approved land disposals and conveyances completed (excluding Alaska) (SP: Non-Key)	99,400	40,200	100,000	100,000	100,000	0	100,000
<b>Primary Outputs:</b>	2003 Actual	2004 Actual	2005 Planned: Budget Justifications	2005 Planned: Revised Final	2006 Planned	Change in Performance (2005 : 2006)	2009 Long Term Target
Process Realty Permits/Licenses/Easements. (number)	725	542	800	800	800	0	800
Process Right-of-Way Grants. (number)	3,114	3,682	3,114	3,110	3,169	59	2,700
Process Recreation and Public Purpose Actions. (number)	146	61	150	150	150	0	150
Process Withdrawal Actions.	1,140,000	284,000	1,000,000	1,000,000	1,000,000	0	1,000,000
Process Land Disposals. (number)	380	242	275	275	250	-25	250
Process Land Exchanges - Disposals (acres)	21,000	28,823	10,000t	10,000	10,000	0	75

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Process Land Exchanges - Acquisitions (acres)	13,000	17,814	10,000	10,000	10,000	0	75
Support Hydropower Licensing. (number)	2	0	5	5	3	-2	3
Process Land Acquisitions through Purchase/Donation. (number)	65	65	75	75	100	25	50
Conduct Realty Inspections. (number)	3,120	3,210	3,400	3,400	3,300	-100	3,200

## Activity: Communication Site Management

### ACTIVITY SUMMARY (\$000)

	2004 Actual Amount	2005 Enacted Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2006 Budget Request Amount	Inc(+) / Dec(-) from 2005 Amount
Fee Collection \$(000)	2,000	2,000	0	0	2,000	0
Offsetting Fees \$(000)	-2,000	-2,000	0	0	-2,000	0
FTE	27	27	0	0	27	0

### PROGRAM OVERVIEW

The 2006 budget request for the Communication Site Management program is \$2,000,000 and 27 FTE. This request will be offset by \$-2,000,000 in rental fees, which are collected in 2005 from the holders of right-of-way leases for communication uses and facilities sited on public lands.

Communication sites on public lands are used for the equipment for the transmission of television and AM/FM radio broadcasts, cellular and mobile telephone service, mobile radio service, and common carrier and private microwave transmissions. These sites are generally located on areas of higher elevations such as mountain tops, hills, or buttes. Equipment at a communication site generally consists of a tower structure for placement of antennas to receive and transmit a particular frequency, and a building or shelter to house other types of equipment. Other improvements may include fuel tanks, utility lines, roads, and perimeter fences. A typical lease for one facility may encompass a 60 foot by 60 foot area for self-supporting towers, or a 300 foot by 300 foot area for towers requiring the use of guyed wires. A communication site generally accommodates multiple facilities and a variety of different communication uses, and often has multiple users at the site.



*Today, telecommunications infrastructure is more important than ever, and BLM lands provide vital communications links throughout the West.*

BLM processes applications for communications sites from commercial, private, and governmental entities under Title V of the *Federal Land Policy Management Act*, and issues a right-of-way use authorization for the communication site. To date, BLM has authorized over 3,407 separate rights-of-way for communication sites. Prior to 1996, each user had to have a separate authorization, even when users shared a site. In response to the *Telecommunications Act of 1996*, BLM implemented new regulations and policies in 1997 that greatly simplified and streamlined the authorization and administration of these uses. BLM now requires only the owners of the towers and facilities to have right-of-way authorizations, while other users of the site can collocate in these facilities, as tenants, without further approval from the BLM.

Both the *FLPMA* and the *Telecommunications Act of 1996* require holders of communication rights-of-way (unless specifically exempted by statute or regulation) to pay market value rent for locating communications equipment on the public lands. Of the 3,407 total authorizations, 45% or 1533 are exempted from the payment of rental fees. Rent is assessed to the holder of the lease based on the highest value use in the facility, plus 25 percent of the scheduled rent for all other uses, unless the use is exempted from rent by statute or regulation. A national rent schedule has been adopted based on the type of use and the population of the community being served by the facility or site. Separate appraisals, which are time consuming and expensive, are no longer used to establish rent for those uses covered by the schedule. As a result of these changes, rental fees from authorized public land communication site users have increased from under \$2.0 million in 1996, to nearly \$4.0 million in 2004.

**Use of Performance and Cost Management Data in the  
Communications Site Management Program**

In order to better manage the development and use of communications sites and the impacts upon surrounding public lands, the BLM has begun developing site management plans, which guide use and analyze the impacts of the structures on the site on the surrounding lands. These plans allow the BLM to better manage sites, and often result in the BLM collecting additional rent revenues. The BLM's goal is to develop site management plans for the highest priority communications sites on public lands within 5 years. These are sites with issues such as multiple users, a history of management problems, lack of legal road access, or safety concerns. The BLM requested that State Offices develop a strategy and schedule for developing site management plans, and the development of these plans is a workload measure that is monitored by the BLM's Washington Office. States that have a strategy for developing the site management plans, and that have shown success in developing these plans, are allocated higher funding, for developing additional plans.

The BLM also uses the Management Information System to closely monitor the collection of rents from communications sites. If rents decline in a state or area, the State Office is required to analyze the collections and report to the Washington Office. This careful monitoring ensures that the full amount of rentals is collected.

Since 1996, Congress has authorized the BLM to retain \$2.0 million of the total rent fees collected, to be used specifically to improve the management and administration of the communication use program. Prior to 1996, BLM had implemented very few communication site management plans, had a significant backlog of pending applications to process, and was



collecting rent based on outdated appraisals. By appropriating a portion of the total rent funds collected in the program, Congress has provided the BLM with the necessary funds to greatly improve the overall management and administration of communication sites located on public land.

In 2006, the BLM expects to continue improvements by providing excellent customer service to current and potential holders of communication use authorizations. Major priorities that will be addressed in 2006 by the Communications Site Management program include the following:

**Communication Site Management Plans** – In 2006, the BLM anticipates completing 22 final communication site management plans.

**Right-of-Way Grants** - BLM anticipates that in 2006, it will process 60 new right-of-way grants, leases, rejections, amendments and renewals; and 40 new actions for related work, such as assignments, cancellations and relinquishments. The assignments and amendments are due to the consolidation in the telecommunications industry. In the future, the BLM anticipates that the number of grants and permits issued will decline slightly, as new users sometimes desire to collocate in existing facilities, pursuant to the BLM's revised regulations, bypassing the authorization and approval process of the agency. This will result in the need for fewer new sites and facilities and fewer new right-of-way grants and leases.

**Realty Inspections** - The BLM conducts compliance inspections of new and existing communications sites. The BLM conducts these inspections in conjunction with other visits to site locations, in order to increase efficiencies. BLM expects to complete 100 site inspections in 2006.

**Training Opportunities** - The BLM will continue to offer training to agency and industry personnel on the administration and siting of communication uses on public land. Additional training will be directed to line managers and emphasize the tools available, as well as, the role and responsibilities of these decision makers in the communication site management program.

**Strategic Plan** - The Communication Site Management program supports the Resource Use mission goal of the Department's Strategic Plan, and the end outcome goal to manage the public lands and resources to enhance public benefits and promote responsible use. A key intermediate outcome goal is to effectively manage the public lands, providing access and incentives for development. The Communications Site Management program provides access to the public lands for commercial, private and governmental entities that need to site transmission towers and other communications equipment on the public lands. (See the "Communication Site Management Performance Summary" at the end of this subactivity discussion.)

## **2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS**

In 2004, the major accomplishments in the Communication Site Management program included the following:

- Administered over 3,407 communication use authorizations, including the inventorying of the types and number of communication uses within each authorized facility.
- Collected \$3,963,000 in rental fees from 1874 holders of communication use leases and rights-of-way that are subject to the payment of rent.
- Completed and implemented 11 final communication site management plans. The number of final plans fell short of the planned target number of 22 communication site management plans, however, work on an additional 25 plans was completed in FY04 and final approval on these plans is expected in FY05.
- Processed 248 right-of-way actions, including issuance of new leases and rights-of-way to new holders, amendments to and renewal of existing authorizations, and assignments of authorizations from one holder to another, exceeding the target of 80 right-of-way actions.
- Completed 478 compliance inspections of new and existing communication sites. Several of these inspections were accomplished in cooperation with the Federal Communication Commission, as well as the users of the facilities and sites. This exceeded the planned target of 100 compliance inspections, mainly due to an increased emphasis on combining site inspection work while visiting field locations to develop site management plans.
- Trained 54 agency and industry employees on communication use policy and wireless system technology, and trained 200 BLM and U.S. Forest Service line managers on their role and responsibilities in the communication site management program.

### 2005 PLANNED PROGRAM PERFORMANCE

The BLM will continue to process new rights-of-way applications for communications sites, and applications for assignments, amendments, and renewals. The BLM will continue to emphasize site administration and management. The BLM expects to complete 22 final communication site management plans in 2005; process 60 actions for lease/grant issuances, rejections, amendments, and renewals; and 40 actions for assignments, cancellations, relinquishments, and other administrative work. BLM will also train 54 agency and industry personnel on the siting and administration of communication uses on public land, plus train 75 BLM line managers on their role and responsibilities in the communication site management program. In 2005, the BLM expects to collect \$4,000,000 in rental fees.

### JUSTIFICATION OF 2006 PROGRAM CHANGES

#### 2006 PROGRAM CHANGES

	2006 Budget Request	Program Changes (+/-)
Fee Collection \$(000)	2,000	0
Offsetting Fees \$(000)	-2,000	0
FTE	27	0

The 2006 budget request for the Communication Site Program is \$2,000,000 and 27 FTE, with an offset of -\$2,000,000 from the 2005 enacted level.